DOCUMENT RESUME

ED 093 239 HE 005 685

TITLE	Coordination or Chaos? Report of the Task Force on Coordination, Governance and Structure of Postsecondary Education.
INSTITUTION	Education Commission of the States, Denver, Colo.
REPORT NO	ECS-R-43
PUB DATE	Oct 73
NOTE	123p.
AVAILABLE FROM	Education Commission of the States, 300 Lincoln Tower, 1860 Lincoln Street, Denver, Colorado 80203 ($2.00)
EDRS PRICE	MF-$0.75 HC-$5.40 PLUS POSTAGE
DESCRIPTORS	*Educational Needs; *Governance; *Higher Education; *Postsecondary Education; Reports; *Statewide Planning

ABSTRACT

This document reports on the findings of the task force on coordination, governance, and structure of postsecondary education. Major conclusions are: (1) The states have the preeminent responsibility for postsecondary education. (2) Each state should insure and promote a variety of postsecondary educational opportunities. (3) Particular attention must be paid to the changing population characteristics and social expectations that face postsecondary education in the period ahead, including a leveling-off or decrease in the traditional college-age population. (4) An effective coordinating agency or governing agency should have broadened responsibility for the range of postsecondary education, concern for educational innovations and new forms of educational "delivery," and concern for articulation. (5) In states with multiple statewide postsecondary agencies dealing with state plans and/or dispersal of state and federal funds, these activities should be coordinated by one central coordinating agency. (6) Each state should determine levels of authority and responsibility of coordination and governance and should develop state plans suggesting levels of decisionmaking consistent with that authority. (7) Planning and its effective implementqtion are the key to effective coordination and governance. (8) The legislative and executive branches of government should support planning and coordination through an appropriate state educational agency. (Author/HJH)

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COORDINATION OR CHAOS?

Report of the
Task Force on Coordination, Governance
and Structure of Postsecondary Education

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Report No. 43
Education Commission of the States
Denver, Colorado
Wendell H. Pierce, Executive Director

October 1973

ED 085 500 HE

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Education Commission of the States
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October 31, 1973

The Honorable Reubin O'D. Askew
Governor of Florida
Chairman, Education Commission of the States
State Capitol
Tallahassee, Florida 32304

Dear Governor Askew:

It is my pleasure to transmit to the Steering Committee of the Education Commission of the States the report of the Task Force on Coordination, Governance and Structure. The Task Force was appointed in late-August 1972 by Governor Dunn, then chairman of the Education Commission. The first meeting was held in October. Having just gone through a major reorganization of higher education in North Carolina, I was pleased to accept the chairmanship in the light of the urgency of the issues the Task Force would have to face. Over the past year the Task Force has met six times and shared in a final conference call. The members of the Task Force reflect the range of the postsecondary educational community including vocational education, complex universities, state higher education agencies, and representatives of the political community. It also included representatives of public, private and proprietary institutions. Dr. Warren Hill, Chancellor of Higher Education for the State of Connecticut served as vice chairman.

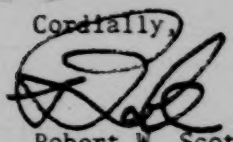
In its deliberations the Task Force concerned itself with some of the most complex and critical issues facing states and postsecondary educational institutions today. In the areas of planning, coordination, and structure it quickly became evident that there are frequently no quick and simple answers, in fact oversimplification in this area can be both misleading and dangerous. Accordingly, the Task Force did not attempt to develop a model for planning, coordination, governance, or structure but rather concentrated on the issues, factors, and concerns that need to be taken into account in developing appropriate structures in the different states.

We sincerely hope that the findings and recommendations of the Task Force will be helpful to governors and legislators concerned with postsecondary educational structures, the state postsecondary agencies charged with planning and coordinating functions, and to institutions where the educational action takes place. It should bring into focus some of the issues that need to be faced in the cooperative state-institutional endeavor to provide postsecondary educational opportunity within the resources available commensurate with the interests and needs of the citizens of the states and the nation.

You will find at the beginning of the report a short summary of the background and findings which can be used separately, followed by the full report which develops the background, rationale, and recommendations in more detail. It is our hope that both will be used extensively.

The report has the unanimous endorsement of the Task Force members. The members of the Task Force have worked diligently. It has been a pleasure to serve as their chairman. I commend this report to you and the Steering Committee.

Cordially,



Robert W. Scott
Chairman of the Task Force

RWS:mmb

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COORDINATION, GOVERNANCE AND STRUCTURE OF POSTSECONDARY EDUCATION

Conclusions and Recommendations

The primary responsibility for making opportunities in postsecondary education available to all citizens interested and capable of benefiting from them rests with the states, both constitutionally and historically. The function of postsecondary education is the education of citizens beyond high school age in a variety of programs and institutions--public, private and proprietary. During the rapid expansion of postsecondary institutions in the 1960s, most states established statewide agencies responsible for planning, coordination, and/or governance of at least some major segments of their public higher and postsecondary educational institutions but primarily traditional higher educational institutions. In some cases these agencies exercise some responsibility for nonpublic institutions as well.

The situation today poses new and difficult challenges to states, institutions and other agencies. It calls for a careful review of the forms of coordination, governance and structure to insure effective planning for the years ahead.

Among the major problems are: Increasing costs, stable or decreasing enrollments of traditional college-age people, increased competition for students, new concern over students' access and choice, a broader

range of postsecondary educational institutions than ever, questions about innovation and more relevant instruction, changing student attitudes, increased interest in lifelong learning, institutional independence and accountability, more effective and efficient management and utilization of resources, and questions of who shall pay and how much.

Clearly, without effective cooperation, coordination and planning on state and institutional levels, postsecondary education will be in for even more difficult times.

While the Task Force on Coordination, Governance and Structure of the Education Commission of the States has not attempted to develop a single model, it has addressed some of the critical concerns involved in coordination, governance, and planning within and among the states. Following are the task force's principal conclusions and recommendations:

A. The states have the pre-eminent responsibility for postsecondary education.

   1. In light of the diversity of the states in tradition, political arrangements, state organization and other factors, there is no one best formula or approach for planning, program review or budget review at the state level. Nor is there one best approach in terms of statewide coordinating or governing structure for implementing those responsibilities. The responsibility rests with each state to develop appropriate forms for its statewide planning and/or governing and evaluative structures.

   2. In developing an appropriate statewide structure for planning, coordination or governance, the state must take into account the needs of all its citizens, the users of postsecondary

education, the state's existing postsecondary educational resources, new approaches to educational delivery and the desirability of regional and interstate planning.

3. The role of federal legislation should be to encourage an effective local-institutional-state-federal partnership in providing postsecondary educational opportunity for all interested and able citizens. Therefore, the task force urges Congress and the Administration to develop federal legislation and guidelines for postsecondary education that take account of the uniqueness of individual states. The federal government also must recognize that national goals can be realized most effectively and efficiently through a variety of statewide responses oriented to common goals, rather than through uniformity among the states in organization and structures.

B. The task force recognizes the diversity of forms of institutions of postsecondary education within the states and the necessity for states to insure and promote a variety of postsecondary educational opportunities. The full resources of postsecondary education in a state should be used, and diversity should be encouraged by intention rather than accident. To insure diversity, these steps are essential:

1. State planning should include clear definition of the objectives, role and scope of the various institutions and segments of postsecondary education in the light of the public interest and the educational objectives of the state and its citizens.
2. Within the statewide plan and recognized institutional objectives, the institutions should be insured leeway in institutional operations to be adaptive and experimental while maintaining

and improving quality, effectiveness and integrity.

3. The appropriate state agency for postsecondary education should be charged to include the full range of postsecondary education in its planning activities, and it should involve the various types of institutions and segments of postsecondary education in the planning process.
4. New means should be explored to encourage voluntary inter-institutional cooperation and complementation, in addition to or as reinforcement of statewide planning and coordination.

C. The task force calls particular attention to the changing population characteristics and social expectations that face postsecondary education in the period ahead, including a leveling-off or decrease in the traditional college-age population.

1. In spite of stable or decreasing enrollments, major efforts will continue to be necessary in all regions to provide postsecondary educational opportunity to students from economically disadvantaged and minority groups and women.
2. Existing resources should not be summarily dismantled or redirected without careful consideration and planning for the changing postsecondary educational needs of the country, including broadened concern with lifelong learning.

D. There are basic characteristics that an effective coordinating agency or governing agency charged with statewide planning should have today in order to meet current problems:

1. Broadened responsibility for the range of postsecondary education--public, private and proprietary--at least in relation to planning, but with reasonable responsibility for review, evaluation and reporting on implementation of planning.
2. Concern for educational innovation and new forms of educational "delivery", including effective means of relating innovative structures to more traditional ones.
3. Concern for articulation with
   a. State departments of education or other state agencies responsible for elementary-secondary education.
   b. Career and occupational education, for which the dividing line between secondary and postsecondary education is arbitrary, at best.
   c. The various segments of what has been considered higher education--community colleges, senior institutions, graduate and professional schools and other degree granting agencies.
   d. Individualized learning, home study, proprietary education and nontraditional studies.
   e. Other educational enterprises including industry, business, labor and the armed forces.

E. In states with multiple statewide postsecondary agencies dealing with state plans and/or dispersal of state and federal funds, these activities should be coordinated by one central coordinating agency.

F. Each state should determine levels of authority and responsibility of coordination and governance and should develop state plans suggesting levels of decision making consistent with that authority. Whenever feasible in accordance with statewide planning, decisions should be made as close to operational levels as possible.

G. Planning and its effective implementation are the key to effective coordination and governance. The key to effective planning does not lie in the production of master plans to be followed slavishly, but in the continuing planning process--with specific plans, including master plans, which are updated regularly, used as guideposts rather than as ironclad formulas.

1. Two critical objectives for the planning process must be pursued simultaneously:

   a. To determine the goals of postsecondary educational systems and the institutions and programs in the light of the changing needs of society.

   b. To use the planning process for continuous review to establish, through institutional and community involvement, a consensus for the goals and their means of attainment.

2. A flexible advisory structure assures that relevant information and advice will be received on a continuing basis.

3. Essential to effective planning are an accurate and consistent assessment of current trends and changing conditions, and the reconsideration and reassessment of the means of attaining goals in the light of those changes.

H. The public responsibility for postsecondary education rests with the legislative and executive branches of state government. Because of this and the fact that decisions should be based upon the best and most objective evidence and information available, the legislative and executive branches of government should support planning and coordination through an appropriate state educational agency.

1. The agency should be accountable to the state government for planning, review and related procedures and for recommendations requiring legislative and executive action.
2. If the postsecondary institutions are to be held responsible for achieving mutually agreed-upon program and policy objectives, the states and their agencies must delegate to governing boards the management of all operating funds within agreed to broad areas of expenditure authorization, free of pre-audits by any state agency but subject to appropriate post-audits to determine that institutional and program objectives and proper fiscal management have been achieved.
3. The state agency should be a primary, comprehensive and objective source of information and recommendations for the executive and legislative branches of government. The agency is responsible for working with the institutions, and in the process the agency and institutions are strengthened. It is in the interests of the public, the students, the institutions and state government to encourage full and effective cooperation with the state educational agency.

COORDINATION, GOVERNANCE AND STRUCTURE OF POSTSECONDARY EDUCATION

I. Introduction

Evolution Toward Greater Accessibility

Postsecondary education in the United States has evolved in the direction of greater accessibility for a wider range of citizens and more diversity in types of institutions and programs. A larger percentage of our young people go on to some form of postsecondary education today than ever before in our history and than in any other country in the world. During the 1960s alone, the number of persons enrolled in higher educational institutions more than tripled and opportunities in postsecondary vocational and technical education, both public and private, including proprietary, were greatly expanded. By the end of the decade, first President Johnson and then President Nixon had urged that no persons interested and capable of benefiting from postsecondary education should be barred from it for financial reasons.

State Responsibility

In contrast to a number of other countries with central ministries of education, education in the United States has both constitutionally and in practice been the responsibility of the states and local communities.

The states authorize and charter private schools, private colleges and universities, both nonprofit and proprietary. In addition they have developed and financially supported public postsecondary educational institutions from vocational-technical schools through complex universities. In recent years most states have also developed state postsecondary or higher educational coordinating or governing and planning agencies with varying responsibilities for public institutions and in some instances with limited responsibilities in relation to nonpublic institutions also.

Growth of Public Institutions

Along with the growth and increasing complexity of postsecondary education the public institutions have increased in size far more rapidly than the private colleges and universities. By 1970, 75 per cent of enrollments (in higher educational institutions) were in public institutions. In turn the most rapidly increasing sector of public postsecondary education since 1960 has been the comprehensive community colleges, in most cases with local as well as state financial support. Concern for the future of private nonprofit institutions has grown both on state and federal levels.

Unsettled Situation in Planning

In spite of the growth of the 1960s, however, the progressive development of statewide planning and coordination, and the presumed recognition at all levels

Lack of Effective State-Federal Partnership

of the need for effective cooperation among local, institutional, state and federal interests, the situation today is far from settled. An effective state-federal partnership has not materialized. The federal Education Amendments of 1972 in crucial areas of state-federal cooperation have not been implemented and, in fact, the federal emphasis--as reflected in Administration actions and positions--seems to be moving away from effective planning on the state level and toward a "free market" concept of the dynamics of postsecondary education.

Federal Administration and "Free Market" Concept

The issue of the "free market" is central in any consideration of coordination and planning on the state level. As advocated in federal administrative circles, the "free market" concept basically holds that students should determine the types and forms of postsecondary education by freely choosing and paying for them.[1] On this assumption, federal aid to postsecondary education should be distributed primarily if not exclusively to and through students. This policy is reflected in the Administration's initial budget requests for postsecondary education for fiscal 1974 and by its unwillingness to activate or even to release guidelines for parts

Aid Through Students Versus Institutions

[1] cf. Newman reports: "Graduate Education" (The Chronicle of Higher Education, March 12, 1973) and "National Policy and Higher Education" (unpublished). While Newman's position is explicit, he is by no means the only advocate of the "Free Market" concept.

of the Education Amendments of 1972, other than the sections dealing with student aid and developing institutions.

Conditions of "Free Market" Operation

Past experience with the "free market" suggests, however, that without certain other conditions in operation, the "market" tends to favor the most prestigious institutions and to encourage "homogenization" through attempts on the part of other institutions to imitate the programs of the prestigious ones.[2] Two conditions are essential if the "market" is to meet the needs and interests of both students and society. One is potential students adequately informed about alternatives in relation to their interests and needs and the other is effective institutional diversification to meet the range of needs and interests. Unfortunately, the "market" alone creates neither of these conditions. One depends on adequate information, counseling and guidance of students prior to the selection of institutions and the other depends upon effective institutional diversity and differentiation. Neither of these conditions occurs by accident. In light of the states' current investments in postsecondary education and their concern for meeting the real needs of their citizens, both are matters of major state concern.

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[2] Jencks and Reisman, The Academic Revolution. Doubleday, Garden City, New York, 1968.

Lowered Confidence

On both state and federal levels, postsecondary and higher education no longer enjoy the high priority or confidence they had in the 1960s. The student unrest of the late 1960s, spiraling costs, changing enrollment patterns and dissatisfaction with the "higher education establishment" all have entered into the picture.

Federal Search for Uniform Standards of Cost Determination

One feature of the Education Amendments of 1972 that has been activated is the National Commission on the Financing of Postsecondary Education. Its charge includes "suggesting national uniform standards for determination of the annual per student costs of providing postsecondary education for students in attendance at the various types and classes of institutions of higher education." As a governmental panel reporting directly to Congress, the commission could have a major impact on future federal legislation affecting states and institutions.

Expansion of State Planning to Include Full Range of Postsecondary Education

Concern for expanding the planning process in the states to include the full range of postsecondary education--public, private and proprietary--has been reinforced by the Education Amendments of 1972 (even though the key section 1202 on state planning commissions has not been implemented). Apart from the federal impetus, the trend within the states has been in the direction of strengthening and expanding the scope of state higher and postsecondary education agencies. In 1971-72, some

Trend Towards Strengthening State Agencies

23 states considered revisions in current state structures, and none of these revisions involved weakening or removing such agencies.

Institutional Concern with Autonomy and Levels of Decision Making

The recognition of the need for more effective planning and coordination by the states has raised serious concern on the part of institutions. Levels of decision making have not always been clear. Concern for sufficient autonomy to insure institutional vitality has not always been manifest. Institutions have not always recognized that their own long-range interests lie in complementation, development of role and scope, and cooperation to meet public postsecondary educational needs.

Uniqueness of States: No Single Model

It is not our purpose as a task force to develop a single model of coordination, governance or structure ideally applicable to all states. In light of the differences among the states, any attempt to develop a single "best" model would violate the recognition that each state and territory is different. What is "best" for a particular state must be determined in the light of its unique situation and conditions. This is essential to an effective federalism.

Common Concerns

However, the task force also recognizes that there are common, as well as unique, state concerns. This report is addressed to the common factors that need to be

taken into account in determining what is most appropriate in each state in developing effective forms of coordination, governance and structure.

A. Assumptions

The task force calls attention to certain basic assumptions in regard to education in general and postsecondary education in particular on which its deliberations and recommendations rest. In addition to these general assumptions, there are also specific assumptions with direct relevance to planning, coordination and structure in today's world that need to be made clear.

Basic Assumptions

1. General Assumptions

General Assumptions

Following are some of the general assumptions based upon the social context and expectations of postsecondary education on which state responsibility for planning and the development of appropriate coordination and/or governing structures for postsecondary education rest:

a. An educated electorate is critically important to a democratic society. - Educated Electorate

b. The enterprises of our society require career preparations. - Career Preparation

c. Both society and individual persons hold certain expectations--economic, social, civic and cultural--of benefits from - Benefits

postsecondary education. It should be recognized, however, that these expectations are not always in agreement with each other.

d. Society has to create and protect an atmosphere of free inquiry. - Free Inquiry

e. Under the federal and state constitutions as well as in practice, the states have the primary responsibility for education. In addition, the states' investments in education provide the basis for state concern with planning, development and coordination of postsecondary education. Each level of government has an appropriate obligation to support and insure adequate postsecondary education for its citizens. - Basis for State Concern

f. States should thus plan for and be responsive to the needs of both society and students for postsecondary education. - Needs of Society and Students

g. Equality of opportunity for postsecondary education depends upon a constituency willing to support it. - Constituency Support

h. Although complete achievement of equality of postsecondary educational opportunity for all Americans has not yet been realized, new needs continue to develop, e.g. adult - Equality of Educational Opportunity and Responsiveness to New Needs

interest in lifelong learning, to which the system will need to respond.

2. Specific Assumptions — Specific Assumptions

In relation to postsecondary education specifically, the task force has made these assumptions:

a. Effective planning is essential to insure intelligent use of resources in attaining postsecondary educational needs. — Planning for Use of Resources

b. The impetus for coordination to date has come primarily from the political world. It is essential today that it become an educational, as well as a political, concern and commitment. — Educational Concern

c. Within the states, planning for postsecondary education should rest in the hands of a postsecondary educational planning agency working with the institutions and the various communities of society, including the political community, without partisanship. — Agency

d. Financial accountability to the state or statewide agency for the activities of nonpublic institutions can be justified in relation to those activities involving public funds. — Accountability of Nonpublic Institutions

e. Competition among the public, private and proprietary institutions may be expected to increase. - Competition

f. Statewide agencies must be sensitive to the uniqueness of the constituencies of post-secondary education and to the institutions. - Sensitivity to Uniqueness

g. The function or mission of the state post-secondary educational planning agency is to provide statewide leadership in the public interest and to develop and maintain a sufficient level of sensitivity to permit and foster growing consensus and cooperation among institutions. - Leadership and Consensus

h. Constituencies and components of post-secondary education do not always clearly distinguish between short-range advantage and long-range interest.

i. The basic function of postsecondary education is the education of students which takes place in institutions and programs, in the learning-teaching process. Governance, planning institutional structures, coordination, interinstitutional cooperation, and state postsecondary educational agencies are means to this end and should be evaluated in terms of contribution to achievement of this end. - Institutions and Programs Locus of Education

B. Changing Circumstances, Conditions and Trends

Changing Conditions

The task force has attempted to identify some major trends or conditions in the current milieu of postsecondary educational change. Some of these appear to be in conflict with each other, but together they constitute a dynamic in postsecondary education, calling for careful rethinking of its focus. New forms of organization, modes of planning and strategies for attaining institutional, local, state and national postsecondary educational objectives are necessary. Some of the more critical trends and conditions need to be underlined in their relation to the shifting role and responsibilities of the states in planning, coordination and governance of postsecondary education.

Need for Changing Focus

Changing Role of States

1. The Changing Student Situation

A series of trends or conditions relate to students and potential students and changing societal and financial conditions.

a. The days of constantly expanding enrollments are over for the foreseeable future if one is talking about the traditional college-age students (18- to 22-year-olds) attending traditional higher educational institutions. In certain sections of the country, the potential for further increase

Declining "College-age" Population

of minority and economically disadvantaged students has not been exhausted. In the country as a whole, however, enrollments have leveled off. The proportion of 18- to 19-year-old white males attending college has dropped from a high of 44 per cent in 1969 to the 1962 level of 37.6 per cent, with corresponding drops among 20- to 22-year-olds. Attendance among women in the same age groups has leveled off. Between 1960 and 1970, the number of 5-year-olds dropped 15 per cent. The national birth-rate has reached the level of "zero population growth" and is still dropping.[3] This portends decreasing postsecondary enrollments, increasing competition for students and--to the extent that tuition in private institutions and appropriations in public institutions are related to enrollments--decreasing income. If college-age groups are used as base, postsecondary education appears to be entering a declining market, and planning will have to focus on

[3]Statistics from Bureau of Census and Department of Health, Education, and Welfare.

contraction and consolidation, rather than expansion.

Contraction and Consolidation

b. Students seeking skill training are going in increasing numbers to proprietary and industrial schools. A recently published federal directory of postsecondary schools with occupational programs in 1971, admittedly incomplete, includes 5,036 proprietary schools, 970 independent nonprofit institutions and 420 religious groups offering instruction in these areas, in addition to 1,756 public institutions. Unpublished figures from the same source (the National Center for Educational Statistics) suggests total enrollments in proprietary institutions of over 2 million students, excluding those in-service trainees in industrial organizations. The proprietary schools constitute an important part of the postsecondary educational picture and will have to be taken into account in manpower projections and statewide planning. Equal access to federal aid for students attending proprietary schools continues to reinforce the role of those institutions as an important option for students of all ages. Often ignored in comprehensive planning,

Shift to Proprietary and Industrial Schools

program and budget review is the long-time utilization of proprietary schools by federal, state and local social-service agencies to provide training for clients under education contracts.

c. Interest in and concern with adult and continuing education, with lifelong learning, has accelerated. If effectively planned for, it could well change the range of potential students and more than offset the decreasing college-age enrollments. There are now 12 to 13 million persons in some form of adult and continuing education. With increasing leisure time, increasing life expectancy and the continuing desire of post-college-age people for occupational renewal, shifts in careers, personal enrichment and social service, the potential student body for lifelong learning is almost unlimited. It should also be noted, however, that there has been a reluctance in many states to support continuing education or lifelong learning except through self-supporting operations. Yet the potential for using existing facilities, faculties and resources for those purposes in meeting citizens' needs, needs to be carefully assessed.

Lifelong Learning

d. The older time-defined conception of postsecondary education is becoming less binding. This older concept includes the assumption that the appropriate time for such education is immediately after completion of secondary school. But part-time enrollments are increasing. Some students are delaying the start of their postsecondary education in favor of broadened experience with work, travel and social service. Others are not only migrating from institution to institution, but also are demanding and are being encouraged to follow a path of "dropping in" and "stopping out" of school. These tendencies are likely to increase and have major implications for program, planning and structure.

Extending Educational Experiences

e. The day of the traditional campus as the sole or primary center of learning for many students and potential students seems to be waning. A growing emphasis on off-campus programs, external degrees and evaluation of noncollegiate experience through proficiency examinations shows promise of opening up postsecondary educational opportunities for many persons formerly

Decrease in Role of Campus

excluded. This trend is likely to continue contributing to an acute need for effective planning and modification of structure to encourage and incorporate it in the postsecondary education structure--so that innovation takes place by design rather than by accident. This may call for thinking of campuses as logistical bases for education, rather than as places for resident students.

f. Closely related to off-campus education is the rapid but not yet fully utilized development of educational technology with increased emphasis upon individualized instruction. Educational television, computerized instruction and the use of cassettes, among other things, have already significantly broadened the scope and modes of educational delivery. The campus has the potential to enter every business and home, and persons in businesses and homes in turn have the potential to talk back to the campus.

Increased Educational Technology

g. In contrast to their previous concern with selectivity in student admissions, students, institutions and society are looking at past dropout rates and the resulting loss

Retention Versus Selectivity

in human resources, and are increasingly emphasizing the importance of retaining students. As a corollary, the level of student achievement on completion of a program, rather than required background for admission, is being recognized progressively as a proper index of the quality of an educational institution.

Levels of Achievement

h. A primary national goal in postsecondary education probably will continue to be equality of educational opportunity--especially in terms of access to institutions, regardless of a student's economic circumstances. Open-door admissions policies to community colleges and to many formerly selective institutions are likely to become more widespread, both for humanitarian and economic reasons. But with such development goes responsibility for modifying programs to insure continuing opportunities and retention once the student arrives. If students are not to be frustrated and their potential social contribution lost, an institution's curricular relevance and "holding power" may be far more important than its ability to attract students.

Equality of Access

i. Closely related to access is increasing student and public demand for flexibility and open opportunity in relation to continuing programs, transfer of credit, and changing educational and career goals. The day of labeling programs "terminal," whether they lead to trade certification or doctoral degrees, is about over. The use of proficiency examinations and more effective means of evaluating previous experience and academic study will become progressively more important. The demand for such flexibility applies not only to programs in traditional higher educational institutions, but to study in vocational, technical and occupational programs in a variety of other settings.

Demand for Flexibility

j. Of major importance from the standpoint of "who goes" to postsecondary institutions are shifting patterns of "who pays." The present trend of shifting more of the cost of postsecondary education to students seems likely to continue. The Carnegie Commission on Higher Education and the Committee on Economic Development recently have proposed that tuitions in public institutions be raised to reflect a larger share

Increased Cost to Students

of costs. A number of states, including Ohio, Georgia and Wisconsin, have at least considered proposals that students pay back to the states the full costs of their education at public institutions. Other states have considered or adopted proportionate tuition-cost formulas. Tuitions at private institutions continue to rise. Without compensation and adequate student aid programs, clearly this tendency would lead to a progressive restriction on potential students and would conflict with the goal of equal access.

Increased Student Aid

k. A partially counterbalancing trend to the shift of increasing costs to students is an increasing and changing emphasis on student aid, including the present federal Administration's commitment to aiding students rather than institutions. In the basic educational opportunities grants, such aid is aimed at the neediest students and is to be supplemented, according to Administration plans, by similarly "targeted" guaranteed loans. As already indicated, such aid is available to students in all types of postsecondary educational institutions and, if or when fully funded

will be available to part-time as well as full-time students. Unless it is supplemented by state aid programs, and/or other federal student aid programs, however, it may not reach the neediest students who tend to shy away from loans. Furthermore, it will tend to exclude middle-income students whose family assets exceed defined limits, even though real need may exist. One important implication of the current federal student aid programs without such supplemental aid is that they may well encourage a shift in attendance among the various institutions and undermine needed diversity.

2. The Changing State Situation

Changing State Situation

In fulfilling the historical and constitutional responsibilities for providing education, including postsecondary education, to their citizens, most states are expending the largest portions of their general revenue for education. Nationally, 51 per cent of state revenue is appropriated for education, ranging from a high of 85 per cent to a low of 28 per cent. Of the total expended for education, 31 per cent is expended for higher education (not including postsecondary vocational education programs under state departments of

education).[4] Funds appropriated by the states for higher education in fiscal 1972-73 exceeded $8.5 billion.[5] While federal funds from all sources in direct or indirect support of post-secondary education approximate state appropriations, federal funds directly in support of postsecondary education thro[illegible] the U.S. Office of Education amount to slightly over half of state appropriations. In all likelihood, the states will continue to be the senior partners in postsecondary educational funding, and it is in light of this that state concern with planning, coordination, governance and structure will continue to be high. There are, however, a series of trends on state levels that should be noted:

Slight Drop in Proportion of State Revenue for Education

a. While total state revenue from 1967 to 1972 increased 67 per cent, appropriations for education increased only 59 per cent and education's share of total state revenue dropped from 53 per cent to 51 per cent. Within the amount appropriated for education, the amount for higher education increased from 27 per cent to 31 per cent; but in

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[4] Lyman A. Glenny and James R. Kidder, Trends in State Funding in Higher Education: A Preliminary Report, Education Commission of the States. Denver, 1973

[5] M. M. Chambers, Grapevine, No. 181, August 1973, Illinois State University, Normal, Illinois 61761.

relation to total state revenue, it gained only slightly, from 14 per cent to 16 per cent.[6] In the light of other priorities, it appears unlikely that the proportions of state budgets going into postsecondary education will increase significantly in the future. If funds for postsecondary education increase, this will more likely be due to larger state income generally than to increased proportion of income going into postsecondary education.

b. Education in general and postsecondary education in particular no longer enjoy the high priority in state funding they held in the expansion period of the 1960s. The demands of other areas--including welfare, environmental protection, law and order, agriculture and health services--have become more insistent, and legislators and chief executives have had to reassess priorities in the light of changing conditions. The current federal situation of restricted budgets, impoundments and program cancellations has aggravated the budgeting process for the states. As a result, in spite of general revenue sharing and

Conflict With Other State Priorities

[6]Glenny and Kidder.

surpluses in some states, budgetary caution probably will remain a major legislative concern.

c. Within education itself, priorities are shifting. In spite of the Supreme Court decision against the plaintiffs in the Rodriguez case on school finance, states are concerned about making distribution of funds for elementary-secondary education more equitable and providing relief in property tax for support of education. Early childhood education, education for the handicapped and special education are receiving increased attention.

Shifting Priorities

d. Within postsecondary education, priorities are shifting and legislative concern is being extended to include aid to private higher education, general student aid, increased emphasis on postsecondary occupational education and, in some states, educational innovation. These shifting priorities call for reevaluation of traditional approaches and for careful planning if valuable existing resources are to be used effectively.

Shifting Priorities Within Postsecondary Education

e. Given limited resources and the criticisms by some legislators and state executives of past management of postsecondary educational funds, the trend toward insisting on more effective management, greater accountability and comparable and accurate information for the decision-making process is likely to continue. This will continue to cause concerns among institutions in relation to the aggregation and use of such information by state officials.

Demand for Increased Accountability

f. Legislatures and institutions are concerned with problems of centralization and decentralization. The legislative trend seems to be more clearly in favor of centralization to effect greater accountability, more accurate and complete information and more effective complementation of efforts. Few, if any, legislative actions in the last few years have been in the direction of decentralization. In fact, there is a real possibility that unless the postsecondary education community can work effectively and cooperatively with state agencies directly concerned with and representing it, the next moves may be direct executive or legislative control. This could involve the assignment of planning responsi-

Centralization

bilities for postsecondary education to general planning and administrative agencies for the state which have only incidental concern for education.

Executive and Legislative Control

g. Closely related to the trend toward greater centralization has been growing executive and legislative concern about issues that traditionally have been primarily within the province of institutions, such as faculty work load, distribution of faculty in relation to level of education (including responsibilities for teaching and research), tenure, purchasing and collective bargaining. Such legislative concerns raise serious questions about the functional autonomy of institutions necessary to preserve quality and provide flexibility for innovation and change. To some extent this concern is related to traditional institutional approaches to budget justification and quality evaluation in terms of inputs rather than results. Legislatures have used the same factors to effect economies and increase efficiency. Unless there is effective planning and coordination among and with postsecondary educational institutions, this trend is likely to accelerate.

Legislative Concern with Internal Institutional Issues

h. Related to accountability, effective management, centralization and internal operation is a more fundamental concern over adequate means for evaluating postsecondary education, including its outputs in relation to societal needs. Current concerns with surpluses of highly educated manpower in some areas and shortages in others reflect the increasing demand for more effective planning to conserve human resources. There are also counter trends in every state related not to real need analysis, but to special-interest pleading and what can only be described as parochialism and local pride. Evaluation

3. The Changing Institutional Situation

Changing Institutional Situation

As with students and states, the situation in relation to postsecondary institutions is fluid and any statement of trends will be incomplete and, to some extent, misleading. However, consider the following trends and conditions:

a. The day of the completely autonomous institution, if it ever existed, is over. Institutions differ in role and scope; in relation to local, state and national service and appeal; in mode of control and primary mode of financing; in the types of students they attract or that can afford

No Completely Autonomous Institution

them; and in simplicity or complexity. But the student unrest of the '60s, the economic stringency of the early '70s, and the impact of changing state and federal support have all underlined the fact that all postsecondary institutions, even the most prestigious private ones, exist in a sociopolitical context. Changes in student attitudes, public opinion and state and national policies inevitably affect their ability to function and the direction of their further development. Private institutions have turned to the state and federal governments for additional support. Public institutions have become more clearly aware in many cases that their uniqueness may in fact be a function of their relations to each other. Few, if any, institutions should or can be completely comprehensive or be all things to all people. This growing awareness of interdependence is reflected in the national organizations representing the various types of institutions and in their increasing willingness to work together. Most institutions have become aware that at least some minimal form of institutional, inter-institutional, and even state and regional

Sociopolitical Context

Growing Awareness of Interdependence

Planning and Uniqueness

planning is essential to avoid chaos and to preserve institutional uniqueness.

b. However, in spite of the growing awareness of interdependence, the increasing competition for students is creating a counter trend. While this is related to the leveling-off of the "college-age" population, it is further augmented by the current federal policy of aid to students in the "free market" rather than, or in contrast to, aid to institutions. Such competition, if not ameliorated by effective planning and definitions of role and scope on state and regional levels, could lead to reduced diversity to meet not necessarily real but perceived parental and student demands.

Increasing Competition for Students

"Free Market"

c. There is, however, a growing receptivity of institutions and their faculties to undertake innovative programs and approaches. This receptivity is due in part to a desire to attract more students, in part to meet current student demands and in part to explore new approaches to education for their own sake. It includes concern for more effective use of resources and the need to attract additional resources.

Innovation

d. A constantly growing number of institutions have recognized the need for improved management and information gathering techniques. The number of institutions involved with national centers and public and private agencies--both in developing new approaches to management and information systems, and in testing or using the products of such centers and agencies--is most encouraging. More institutions than in the past have come to recognize that the budgetary process and reasonable disclosure of comparable information strengthens their chance for funding. Greater attention is being paid to cost benefits and outcomes, in contrast to inputs.

Improved Management Information Systems

e. The rapid growth of the community college movement has focused attention more directly on the need for community involvement, for programmatic flexibility to meet a variety of student needs, and for the development of more liberal admissions and transfer policies, including open admissions. The fact has not gone unnoticed that the growth rate of community colleges, while decreasing, is still greater than the rate for senior institutions.

Community Colleges and Programmatic Flexibility

f. While conflict among the segments and institutions of postsecondary education still exists and may be exacerbated by the competition for students, at least there seems to be increasing recognition of the need for articulation and finding ways of mutual reinforcement. This is reflected in the growth of consortia of institutions. In addition, the desirability of including nonpublic institutions, both nonprofit and proprietary, in the planning process is becoming more widely accepted.

Need for Articulation and Mutual Reinforcement

g. While the insistent demands of students for involvement in the policymaking and governing functions of institutions of the past decade seems to have abated, many institutions have developed more liberal policies for such involvement. In light of the competition for students, movement in this direction is likely to continue.

Student Involvement in Governance

h. Within the last few years, collective bargaining has become more widespread and gives every indication of further acceleration. When it has occurred, it has changed power relationships. Whether unionization will lead to greater faculty conservatism

Collective Bargaining

in relation to change or greater faculty involvement in change is not yet clear. Collective bargaining tends to substitute an adversary relationship between faculty and administration for collegiality. In state systems where negotiations are not carried on with the administration, but with state collective bargaining representatives, unionization also may further erode institutional autonomy. Collective bargaining could have as much impact on change in governance and structure as anything so far mentioned. It is not clear that adequate planning for this possibility is currently taking place. If collective bargaining becomes tripartite (faculty-student-administration), as some student groups propose, its impact is likely to be even more extensive than now envisioned.

i. In spite of the increased emphasis on post-secondary education, there continues to be considerable resistance in more traditional higher educational institutions and agencies to recognize the various forms of occupational education and the institutions in which such education takes place as integral parts of the postsecondary educational community--except in comprehensive community colleges. This resistance may be slow in abating. Counterbalancing it, however, is the growing voice

Occupational Education

of the schools included in occupational education, both public and nonpublic including proprietary, and, congressional and public concern for alternatives to traditional higher education.

j. An additional trend is a growing concern about credentials and credentialing and the role of postsecondary educational institutions in the process. External credentialing agencies and some external degree programs are operating through state and other nonteaching agencies rather than through postsecondary or higher educational institutions. What the full impact of the credentialing movement will be has yet to be determined. It would seem clear, however, that unless institutions can relate themselves to such developments they may well find themselves competing with "non-institutions," as well as other institutions.

Changing Attitudes Toward Credentialing

k. Federal demands for affirmative action programs to insure equality of employment opportunity for women and minorities within postsecondary institutions and systems at all levels, including faculty and administration, has not only reawakened the conscience and concern of administrators and state officials, but also

Affirmative Action

has made more effective planning to achieve such equality mandatory.

1. Finally, institutions are faced with progressively greater diversity in types of students in terms of age, educational preparation, ethnic and social backgrounds, motivation and interests. Such diversity tends to underline the need for consideration not only of diversity in institutions and purposes but of flexibility within institutions and programs to meet the divergent needs of the students who are in fact the reason for being of the educational process.

Greater Diversity of Students

C. Conclusion

These various conditions and trends that we have noted on student, state and institutional levels obviously do not exhaust the forces at play in the postsecondary educational world at the present time. However, even this limited list helps to underline the fluid situation and the essential need for attention to postsecondary education and planning for its future. Every state faces a timely obligation to review its structure for planning, coordination and governance of postsecondary education. Each must accept the challenge if the postsecondary educational needs of the country in the period ahead are to be met, and valuable national assets conserved.

Conclusion

II. Planning

A. Work of Previous Task Force

Previous ECS Task Force on Comprehensive Planning for Postsecondary Education

A previous task force of the Education Commission of the States addressed itself specifically in 1971 to the problems of statewide comprehensive planning for postsecondary education and recommended the formation of the present task force. This task force, in turn, seeking to stress that adequate planning is itself the key to effective coordination and governance, reissued the previous task force report. In a preface to the reprinted edition, this task force noted that the 1971 report

> called attention to the necessity for effective and comprehensive statewide planning if national and state goals of equality of postsecondary educational opportunity commensurate with individual ability, need and interest for all citizens are to be reached... It also suggested that on such effective planning depends the health, freedom and continuation of the kind of pluralistic and diversified yet complementary postsecondary educational complex of public, private and proprietary institutions that promises to meet the needs of our diversity of citizens and the manpower needs of society...
>
> The situation today (1973), if anything, underlines even more strongly the need for such effective cooperation, complementation and planning that include the full range of the postsecondary educational community. Diminution of federal funds for institutions and specialized programs, increased emphasis upon targeted federal student aid, the changing student population with increased competition for students in a less expanding student market among postsecondary institutions and continued rising costs make the alternatives to effective planning questionable and uncertain at best.

B. Function and Scope of Planning

Function and Scope of Planning

In introducing their discussion of planning in Coordinating Higher Education for the '70s, Glenny, Berdahl, Palola and Paltridge insist that "planning is the most important function of statewide coordination, for it provides the operational base and guidelines for which all other functions constitute implementing instruments."[7] The authors go on to point out that effective master planning

Definition of Master Planning

> involves the identification of key problems, the accumulation of accurate data about those problems, the analysis of their interrelationships, the extrapolation of future alternatives that might emerge out of present conditions, the assessment of the probable consequences of introducing new variables, the choice of the most desirable modified alternatives as the basic goals, a sequential plan for implementing the desired goals, and a built-in feedback system for periodically reevaluating the goals selected and the means used to achieve them. A master plan is the cumulative integration of the plans produced from a series of special (cyclical) planning efforts.[8]

Expanded Concept of Postsecondary Education

Such planning has, if anything, become more complex today because postsecondary education and postsecondary educational resources have been expanded to include not only public institutions, but private and proprietary institutions, as well--and at all post-high school age levels. This task force does not intend to develop a manual for planning or to duplicate the excellent studies of authors such as

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[7] Glenny, Berdahl, Palola and Paltridge, Coordinating Higher Education for the '70s. Center for Research and Development in Higher Education, Berkeley, California, 1971, p. 25.

[8] Ibid., p. 30.

Glenny, Berdahl, Palola, Paltridge and Mayhew or of the earlier task force. However, since planning is the key to effective coordination, governance and structure, there are certain crucial considerations:

1. The Planning Process

The Planning Process

The task force fully recognizes that there are limitations in the planning process. It is so important, however, that to be effective it requires a single, comprehensive and coordinated effort. One limitation lies in confusing the process with the product.

Continuing, Single and Comprehensive Effort

Effective statewide planning cannot be a one-time effort. As important as master plans are, they can easily defeat their own purposes if they are taken as ironclad formulas to be followed slavishly, rather than as guideposts. They need to be adaptable to changing circumstances.

Master Plans as Guideposts

a. Strategic and Tactical Planning

Planning Phases

It is important at this point to recall the distinction that the earlier task force drew between strategic and tactical planning. Too frequently one has been emphasized at the expense of the other, leading either to overly rigid master plans or to uncoordinated ad hoc

decisions. But both strategic and tactical planning are essential and have a direct bearing upon each other.

Strategic Planning

Strategic planning provides the framework within which tactical planning is developed and implemented. It is subject to few changes between major policy cycles and ought to reflect the fundamental assumptions about postsecondary education, the long-range societal objectives and goals, and the principal missions, roles and functions of all educational institutions, segments and agencies.

Strategic planning should reflect the fundamental assumptions a state and its citizens have about postsecondary education and it should establish the frame of reference, fundamental premises, value judgments, philosophies and purposes for which tactical planning develops the means of achievement.

Tactical Planning

Tactical planning, on the other hand, takes place within the parameters of strategic planning. Its components include short- and intermediate-range goals, developmental time frames and step-by-step means of achieving

strategic goals. Tactical planning may be concerned with any element of postsecondary education, including such diverse items as articulation between community colleges and vocational-technical institutes, reduction of duplication in courses and programs, modes of cooperation between public and private institutions, new programs of instruction, new campus sites, research and public service, innovative programs, development and encouragement of means of expanding lifelong learning, student aid, building programs and priorities, contracts for scarce services, budget formulas and processes, and management systems.

When tactical decisions amend or void strategic concepts, all interested parties must be made fully aware of the proposed changes and given public opportunity to debate their desirability. Tactical planning is a continuous process, with one cycle overlapping or following immediately upon the previous one. Each cycle normally focuses upon a limited set of issues and problems within the large strategic framework and on problems with high priority.

Reconsideratio of Strategic Framework

The changing trends and conditions noted earlier call in many states for reconsideration

of the strategic framework including broadening its scope to include the full range of postsecondary education for citizens of all ages. The tactical problems within this framework are constantly changing and problems of specific articulation between segments of the postsecondary educational community are becoming more acute.

b. Responsible Agency

Responsible Agency

There must be a single comprehensive and coordinated effort for planning for postsecondary education and a single state postsecondary planning agency primarily responsible for carrying it out. To fragment responsibility, as some states are doing, is to risk failure at the outset. This is not to say that some elements of the postsecondary educational community or others should be excluded. But one agency should have the final responsibility for initiating and synthesizing the efforts and insuring that the process is continuous. This means, as the earlier task force recognized, that the state has a responsibility to recognize "the overriding importance of comprehensive statewide planning" through continuous and identifiable financial commitments and through

Single Postsecondary State Planning Agency

State Responsibility to Support Planning Effort

clear authorization and delegation of this planning responsibility to a single agency.

It also means that the agency, regardless of its other duties, should consider comprehensive planning to be its primary function and should keep its planning functions distinct from its other operational functions. This is perhaps easier for coordinating than for governing boards charged with statewide planning responsibilities. One problem governing boards have faced in the past is the tendency to become so involved in their governing responsibilities that they lose sight of or delay their planning functions. In such cases, it would be wise to consider having a separate though related staff carry out the planning functions rather than relying on staff primarily responsible for specifically defined administrative functions.

Separation of Planning and Operational Functions

c. Goals, Diversification and Consensus

Two critical objectives for the planning process underline the importance of its continuing character. One is to determine the goals of the postsecondary educational systems and institutions of the state in light of the changing needs of society.

Central Objectives

The second objective is to establish a reasonable consensus within governmental and the education and lay communities on the goals and how to attain them. Although the two objectives must be described in sequence, the actual processes of achieving them must go on simultaneously in order to insure broad participation in goal formation. The first objective--determining educational goals--is part strategic and part tactical. It is important here to differentiate among institutional roles and scope to satisfy the diversity of educational and social needs. There is an obligation to provide a real plurality of educational institutions and opportunities, in contrast to a multiplicity of relatively like institutions. The answer to charges of homogenization of postsecondary education does not lie simply in preserving or pursuing multiplicity, but in encouraging and developing the uniqueness of institutions within the context of master planning.

Determining Goals

Roles and Scope

Diversification and Uniqueness

The second critical objective of the planning process--establishing a reasonable consensus on goals--should be sought through institutional and community involvement.

Obtaining Reasonable Consensus

Without such involvement and approximation of consensus, the best of theoretical planning becomes an exercise in futility. The planning process itself should include widespread participation of all concerned and interested parties in order to obtain all possible input and develop the broadest possible base of support. The planning process should be recognized at the outset as involving a meshing of educational aspirations and political and social realities, including reasonable concern for the diverse interests of various segments of the educational and wider communities. The wider the involvement, understanding and support, the greater the probability of acceptance of results and of effective implementation.

d. Advisory Structure

Advisory Structure

If such approximation to consensus is to be obtained, the responsible agency must insure involvement through the development of an adequate advisory structure with clearly delineated responsibilities. However, if structural rigidity is to be avoided in strategic and, especially, tactical planning, flexibility is essential. This includes

Clearly Delineated Responsibilities

being able to call on new and different groups for advice in relation to changing conditions. The planning agency should be authorized to develop a broad and appropriate advisory structure that is sufficiently flexible to allow for additions or deletions as circumstances require.

Flexibility

The advisory structure should involve institutional representation, including administrators, faculty members and students. Many institutions have major resources relevant to the planning effort that should be used directly--not duplicated--on the agency level. Not to use them would be wasteful and counterproductive to involvement in and acceptance of the planning process. Moreover, the insights, criticisms and special competencies of institutional representatives are critical for effective identification of issues, problems and solutions. The institutional representation and involvement should include the full range of postsecondary institutional resources in the state--public, private, proprietary, community college, senior institutions, vocational-technical institutes, etc. Even if the primary responsibility of

Institutions

Full Range of Institutional Resources

the state agency relates to public institutions, it should be recognized that planning for and with the public institutions today can hardly be done effectively without referring to developments in the whole postsecondary educational community.

But the need for advice extends considerably beyond postsecondary institutions. The advisory structure should include appropriate groups from other state agencies. Articulation with elementary-secondary education, while it has always been important, has become critical in career and occupational education. State boards of education, boards of vocational education and vocational education advisory councils should be included where they exist. Teacher education is as much a concern of elementary and secondary schools as it is of postsecondary institutions.

Elementary-Secondary Educational Agencies

If there is a general state planning agency it must be kept informed of developments in postsecondary educational planning. In addition, departments of natural resources, labor and welfare, and bureaus of manpower statistics may have concerns and information relevant to the postsecondary educational planning effort.

Other State Agencies

Wider Community

Beyond state agencies, the wider community must not be overlooked--including the general public, minorities, business, industry, labor and various service agencies. Each may have concerns, interests and information that are relevant, and to the extent that they are involved and understand the issues they also can be important supporting publics.

Legislative and Executive Branches of State Government

Finally, to the extent under state law that it is appropriate and permissible, representatives of the legislative and executive branches of state government should be consulted, informed and involved in determination at least of the framework of strategic planning and informed of developments in tactical planning.

Necessity for Continuing Relevant Information

Only through such a broad and flexible advisory structure can the agency be assured that relevant information and advice will be received on a continuing basis. The task force is well aware that broad involvement takes time and effort, and that there is a point of diminishing returns. Decisions do have to be made and consensus may not be possible. But the task force would suggest that--within reason--the wider the involvement, the more relevant the planning and

the wider the support of the results are likely to be.

Reasonable Budgets and Deadlines for Planning

There is a corollary, however, that governors and legislators should establish budgets and deadlines for comprehensive planning that realistically reflect the cost and time necessary for broad participation. To expect immediate results and instant planning can only result in inadequate planning and expedient action.

e. Assessment of Current Trends

Assessment of Current Trends

Two additional factors are essential to effective statewide planning. One of these is accurate and comparable information from institutions. It is essential that the planning agency, in cooperation with the institutions, develop an adequate information system relevant to the planning process itself and that institutions be willing to provide the necessary information. There is no virtue in collecting data for the sake of collecting, but there is every necessity that the relevant facts be made available if the planning process is to have significance.

Adequate and Comparable Information

Relevant Information System

Assessment of Current Trends and Conditions

Equally important is accurate and consistent assessment of current trends and conditions by the planning agency, and the reconsideration and assessment of the means of attaining goals in light of these changing conditions. This again brings us back to the importance of the distinction between strategic and tactical planning. The two should not be confused and the specificity necessary for tactical planning should not be expected or attempted in strategic planning.

Long-Range Goals and Timeliness

There is a serious question, in the light of past planning successes and failures in the states, about the efficiency or timeliness of specific planning for an extended or indefinite future. Even enrollment and manpower predictions from the mid-1960s for the last quarter of the 20th century already have proven to be highly suspect. As critical as long-range goals are, if they are to be achieved, the planning process must be able to adjust to the circumstances of the times.

Evaluation

2. Evaluation

The planning process needs to be continually reevaluated by the planning agency and its

advisory groups and revised as necessary. It is also important periodically to review the context of planning itself. Here the recommendations of the earlier Task Force on Comprehensive Statewide Planning and its evaluation are very much to the point. The earlier task force pointed out that a major difficulty in substantive planning for postsecondary education has been the preoccupation of those involved with the products of their work and their often uncritical acceptance of the existing context for planning. Thus, the earlier task force suggested that periodically, perhaps every five to eight years, it is advisable and probably necessary to go outside the existing structure and process in order to obtain an impartial evaluation of the continuing validity of the context under changing conditions.

Continuous Evaluation

Review of Context of Planning

Periodic External Evaluation of Planning Structure

The present task force holds that such an assessment can best be made by an ad hoc group of persons legally and even emotionally free to examine and make recommendations to the governor and the legislature on the specific agencies and institutions which are to be responsible for statewide planning. If such a group is set up, it should be composed of lay members representing broad state interests, rather than the specific interests of the existing organizations and institutions.

Ad Hoc Group

The members of the group should be selected in such a manner as to assure executive and legislative confidence. Some members of the staff of the ongoing planning board or agency should be used by the evaluating group to insure necessary liaison with ongoing planning. Ad hoc specialists, either in-state or out-of-state, also should be used as appropriate.

Review of Structures

The primary work of the ad hoc group would be to recommend to the governor and the legislature the organizational structure for coordinating postsecondary education, including the boards, agencies and institutions that would have the ongoing responsibilities for developing and implementing educational plans. Its work should be limited to reviewing the structures and processes for planning and should not involve the content of plans.

Review of Effectiveness of Planning Process

As a natural part of its function, the ad hoc group should be particularly concerned with evaluating the effectiveness of the planning process and to recommend improvements. The duration of the evaluating process by the ad hoc group normally should be completed within one year and should not exceed 18 months.

III. Program Review and Evaluation

Consistency
Program Revi
and Evaluati

At the statewide level, program review and evaluation is a process of assessing proposed and existing activities in postsecondary institutions. The activities relate to the basic institutional functions of teaching, research and public service. While the states vary in how they conduct the assessments, most states are involved in similar issues. These include: (1) Which programs should be reviewed and on what basis? (2) Which criteria should be used in the assessment process? (3) How should the evaluation process be implemented?

"A New Unit'

"A new unit of instruction, research or public service" generally is the legislative language used for describing the object of program review and evaluation by the responsible state agency. This new unit is normally defined as the establishment of any college, school, division, institute, department or degree program not previously included. Some critics would argue that the statewide agency should have the authority to review and evaluate all new course offerings. The task force disagrees, and it recommends that the review for new course offerings be conducted at the institutional level. However, the task force recommends that the function of program review and evaluation be expanded to include in its scope recommendations on reallocation, reorganization or even discontinuance of units as defined. In this

process, the agency must recognize the need for retrenchment, reorganization or discontinuance of units when this is made necessary among other factors by decreasing enrollment rates.

Retrenchment, Consolidation, and Reorganization

With expanding enrollments in higher education in the decade of the '60s, the process of discontinuing programs in higher education at the statewide level occurred rarely, if at all. But as indicated elsewhere in this report, new enrollment projections clearly suggest the possibility in the future of considerable consolidation, reorganization and curtailment in postsecondary institutions. However, while decisions can be rendered about how newly proposed programs fit the mission of the particular institution and its constituency, there must be a different basis for phasing out or reorganizing existing programs. Factors such as the following would have to be considered: (1) the number of graduates from the program in each of the last five years; (2) the number of students enrolled in the program (entry and dropout rates); (3) the size of classes and the cost of courses identified as integral elements in the program; (4) cost per program graduate; (5) faculty work load; (6) program quality as reflected by its regional or national reputation, faculty qualifications and the level of position achieved by graduates of the program; (7) total production of a program's graduates from all

Factors in Discontinuance of Programs

institutions in the state, region and/or nation; (8) the economies and improvements in quality to be achieved by consolidation and/or elimination of the program; (9) general student interest and demand trends for the program, and (10) the appropriateness of the program to a changed institutional role or mission.

Importance of Statewide Planning

A theme throughout this report is that there are important relationships between the statewide functions of planning, program review and evaluation and budget review. In part, the basis for decisions in program review and evaluation, as well as in budget review, stem from the existence of a state plan or from the master planning process. States without a state plan must develop within the master planning process cohesive guidelines for initiating or approving programs in postsecondary institutions.

Criteria for Assessment

Despite variations, the criteria used for program assessment and evaluation can be grouped under four general headings: state needs, the state's ability to finance, compatibility with mission assignment and institutional resources. State needs can be expanded and interpreted to include regional compatibility. Generally, postsecondary institutions are in a less favorable position than a state postsecondary education agency to judge whether a proposed or existing program satisfies state and/or regional needs. What is needed, rather than an institutional perspective,

is a statewide, detached and objective assessment of whether the program satisfies a need within a state and region.

Determining Priorities for Funding

The question of whether a particular state can support and maintain a program is based on the relative order or priority postsecondary education has in that state, on the possibility of changing the priorities within the state and on the extent to which a proposed program might replace an existing program. The task force considers it inappropriate to suggest in this report where postsecondary education should be placed in the order of priorities for all state funds. However, it does recommend that the statewide agency in cooperation with the institutions is in the best position to determine the relative order of priorities for funding of postsecondary programs within the funding resources available for all of postsecondary education.

Checking for Consistency

Checking for consistency of the program with mission assignment is the first step among the four categories of assessment cited which the statewide agency would undertake. Where the program does not fit the mission assignment in the master planning process, there would be no basis for approving the program. The criterion of institutional resources involves the adequacy of institutional faculties, facilities, funds, library holdings, etc., to initiate and maintain the new program at an appropriate

level of quality. It is important to consider how program review and evaluation shall be implemented. For most states there is considerable reliance upon a review conducted by the staff of the statewide agency. At the other end of the continuum there would be outside experts conducting review and evaluation. Rather than cite the obvious advantages and disadvantages of both of these approaches, the task force wishes to stress the concept of a performance audit. Performance audits by outsiders--people who would not be representing the statewide agency or particular institutions--would permit the development of an audit of an instructional program to determine whether it is achieving its stated objectives. Further, the audit would assess the organization and operating efficiency of the unit in relation to the delivery mechanism, and also evaluate the extent to which effective quality was being maintained relative to the investment of resources in the unit. By providing for performance audits, the statewide agency would not abrogate its authority and responsibility; rather, the general overriding purpose of such an audit would be to develop a report to serve as the basis for discussion between the statewide agency and the institution. This audit, this common ground for discussion, would provide the basis for implementing the program review and evaluation.

Implementation of Program Review and Evaluation

Performance Audits

Widespread Understanding Necessary

The task force also suggests that there must be widespread understanding by the institutions and other constituencies of the procedures of program review and evaluation, as well as the criteria enunciated above. The statewide agency would have the responsibility of identifying and interpreting the procedures of review and the criteria to be used to trustees, faculty members, student groups and, especially, institutional administrators. Hopefully, this would enhance the possibility for support by all constituents.

IV. Budget Review

The Budget Review Cycle

Budget review usually is a continuous cycle wherein certain categorial functions are included, beginning with internal, departmental level, institutional requests and ending with legislative action and the governor's signature. The part of the cycle in which the statewide postsecondary educational agency becomes involved occurs after the budget requests "leave" the institution, but normally before the legislature appropriates and the governor acts. Although a few states do not have a specifically designated statewide postsecondary educational agency for planning and coordinating postsecondary education, where such an agency exists, they are usually responsible for:

A. Development of the statewide postsecondary educational budgetary review process and decision level process.

B. Determination of the overall priorities for post-secondary education within the state thereby providing the hierarchy of recommendation of priorities for the allocation of public monies to postsecondary institutions and programs.

C. Justification of the rationale for decision making at the statewide level for postsecondary education.

In the development of the process by which the review of institutional budget requests for support of postsecondary

education takes place, several factors need to be recognized. Representatives of the postsecondary education community, the statewide educational agency and the legislative and executive branches of government ought to be involved in the process.

Development of the Review Process

The statewide postsecondary educational agency charged with the function of budget review has the responsibility of insuring effective participation of all responsible and affected parties and for serving as the forum for the development of the review process itself. The agency should take the initiative in bringing together representatives of postsecondary institutions, appropriate public officials and the legislative and executive branches of government. Since funding of postsecondary education is only one of many responsibilities and priorities for public officials at the state level to be concerned about and because eventual decisions made about funding for postsecondary education are made in the context of all of these priorities, advice and counsel from public officials and their representatives at the state level including fiscal officers should be actively sought by the statewide agency for postsecondary education together with advice from the chief administrators of the postsecondary educational institutions.

Wide Involvement Worth the Effort

Such wide involvement of responsible parties is time-consuming and sometimes inefficient. This is particularly

true for a number of states with a high number and wide range of postsecondary educational institutions. But, it is worth the effort, for when decisions are based on commonly agreed upon general guidelines at the policy level, the likelihood of subsequent acceptance of the decisions at the various levels, decisions such as the implementation of formulas, is tremendously increased. There may never be complete satisfaction or agreement with the results and impacts of specific postsecondary budget decisions made at the state level by fiscal officers in state government, but at least under such circumstances the institutions and other responsible parties have had input in the development of the overall policy and basis for subsequent review and allocation of public funds to postsecondary education in the state.

A Sensitive Process

Like other budgets presented for funding at the state level, postsecondary education budgets are sensitive matters. This sensitivity extends to institutional administrators, policy makers and their representatives, who have the responsibility for establishing priorities and eventually dispensing public dollars for the delivery of postsecondary education. Apprehension and suspicion are common. Institutional administrators fear that the justifiable--even essential--items of program support will be deleted from their budget requests through ignorance or bias. Staff members and the board of the statewide post-secondary educational agency with responsibility for budget review of postsecondary educational institutions are concerned that their priorities will not be adequately

followed and will not receive adequate consideration, or that some legislators will be more concerned with individual projects serving their particular constituencies or districts, than with sharing in the responsibility for providing maximum statewide funding of postsecondary education for the needs of the state generally. In addition, members of the legislature may be concerned about the action, such as a veto, that may be taken by the executive branch, or vice versa. It becomes imperative, therefore, in this general atmosphere that the setting forth of the priorities for the funding at the statewide level of postsecondary education occurs not in isolation but rather with the full and effective involvement of all responsible parties.

Thus, the task force recommends that the statewide postsecondary educational agency at the time of developing and recommending priorities for postsecondary education in the state take the responsibility for insuring that those to be affected (or their representatives) both by the priorities and by the actual funding process be fully involved. Further this involvement should extend to consideration of changes or modification in these priorities.

Allocation Process

Another general functional category involves the determination and ranking of the priorities within postsecondary education in a state. Based on these priorities, funds are allocated to institutions and programs. Again,

with the involvement of the responsible parties, the statewide postsecondary educational agency then serves as the forum in which specific priorities and their ranking within postsecondary education are established. Where postsecondary institutions have similar roles, scopes and missions within the state master plan the priorities for funding among institutions would be comparable within a justifiable and defined range. Even in such institutions, however, weighted variables and nonformula items would affect differences in actual funding. Variations in enrollments and cost variations due to local market conditions should also affect the eventual allocations. However, where there are similar, rational and comparable programs within the master planning and in terms of the priorities for postsecondary education established, one should expect comparable ranges for similar programs.

Forum for Priorities and Review Process

Accordingly, the task force recommends that the statewide agency for postsecondary education be responsible both for providing the forum for developing the process by which postsecondary budget review will go forward, and for the establishment of priorities for postsecondary education.

Public Funds for Nonpublic Institutions

Since variations among the states in relation to funding for nonpublic postsecondary institutions range from no funding, to tuition equalization grants, to contracts and

formula grants and since such funding practices, if any, may be determined by judicial and constitutional constraints, the establishment of priorities for post-secondary education applicable to public institutions normally are not applicable to the nonpublic institutions. However, the task force does endorse the principle that where public funds are appropriated for nonpublic post-secondary educational institutions, the state must hold the institutions responsible for an accurate accounting and review of how the funds are spent.

Policy Should Determine Formula

There is an important distinction between the determination of educational priorities and a second level or lower level concern for precise allocation of funds for those purposes, that is, a formula. A formula may be the implementation technique for carrying out the priorities established. Priorities for education are determined by policy makers on governing and coordinating boards, legislators, the office of the governor or other members of the public designated for such purposes. By contrast, formulas are determined by fiscal officers, both in state government and in the statewide educational agency, and fiscal officers and administrators of the postsecondary institutions. Accordingly, it is the responsible development, the determination of priorities and the ranking thereof that make an allocation formula work, not the reverse.

Allocation Process Must be Flexible

Built-in flexibility is an essential ingredient to an effective allocation process. Situations change rather

rapidly from year to year in postsecondary education. Such changes not only can affect the ways in which funds should be allocated to institutions but can also affect the determination of priorities and the ranking of those priorities. Thus, both the policy and the allocation process need to have the potential for updating and alteration. Shifting enrollment patterns, while the most obvious indicators of possible change, are not the only examples. In states where legislatures meet biennually, two years may be far too long a period in which to hold priorities and allocations constant. At institutional, statewide educational agency and state government levels, provisions for shifting funds within broad areas of expenditure authorization to meet changing conditions should be included. With such flexibility, however, should go the requirement for effective post audit to insure that the funds have been spent in accordance with agreed upon objectives, priorities and guidelines contained in the statewide master plan (where applicable).

Post Audit

Another categorial consideration in the functional cycle of budget review is determination of the budgetary elements to be reviewed by the statewide postsecondary educational agency and state government. This is another highly sensitive issue. Some institutional representatives argue that only those funds received from the state should

Determining Budgetary Elements to be Reviewed

be scrutinized by representatives of the state. Some state officials insist that all institutional funds should be not only reviewed by the state but that non-state funds should be reallocated or at least appropriated from the standpoint of how they fit into the priorities for education in the state. Special consideration should be given as to whether or not such funds are replacements for funding to an institution or institutions which would have normally come from state sources. Others, while not calling for reallocation or appropriation, contend that the state at the statewide coordinating and governing level as well as at the state government level does need to be informed of all postsecondary institutional funds in order to determine fully the priorities.

Review of All Funds

The task force recommends that in order to discharge its responsibilities, the statewide postsecondary educational agency needs to review all funds that are to be used in the delivery of postsecondary education in the state. For nonpublic institutions, this would only involve a review of the public monies from the state level. For public institutions, the review should include philanthropic, private and federal research monies that are integral to the budgets of the institutions. If the statewide postsecondary educational agency is to assess adequately the extent to which the proposed budgets interface with the priorities established at the state-

wide level for the provision of postsecondary education, it follows that all items of the budget, public or non-public, need to be reviewed. Obviously, such review should be judicious and should not result in discouraging institutional initiative in securing such "outside" funds so long as the programs and activities supported by such funds are consistent with the role and scope of the institution and the needs of the state, both in terms of statewide priorities and in terms of statewide master planning, where applicable.

Local Autonomy and Levels of Decision Making

Another representative component of the cycle of budget review is the several levels of decision making involved in the process of developing budgets, eventually for review and scrutiny at the statewide level. Contrary to the situation with most other public-service enterprises, considerable local autonomy exists in budget development for postsecondary education. Although there is some erosion of this autonomy at the departmental level and at lower levels in traditional postsecondary institutions, those who eventually review budgets at the state level should keep this in mind. Generally, the budget development-review-allocation cycle starts at the department or division level. From there it goes to the next level, usually that of an officer for a group of departments, such as a college dean. From there the budget requests go to the campus officer for colleges or programs.

And from there, in many instances, it goes, in a system of institutions, to the system officer for budget, and to the system board, which in many instances does little actual review. Next, the budgets go to a statewide coordinating agency, from which they are presented to the legislature and executive branch in the form of a uniform budget for postsecondary educational institutions within the state.

Two General Observations

Two general observations about this budget cycle and the levels of decision making stand out. One is the considerable rigidity that exists within the cycle, and the other is that authority is considerably diffused throughout the many levels where decisions may be made--even though local autonomy is being eroded. With this rigidity built into the system, and because so many levels of decision making are involved, it is no surprise that the arguments are often conducted in the press, and not always with professional detachment. The principal participants in these arguments generally are the institutional representatives, spokesmen for the statewide agency, legislators and the governor.

Although much could be written about the range of levels involved in decision making and the rigidity of the system, the task force offers one general observation: that budget review decisions are more likely to be in the

best interests of all responsible for postsecondary education when they are based on the guidance, guidelines and directions stemming from the statewide master planning and from the processes cited with regard to the function of program review and evaluation. Budget review decisions should stem from and hence be built upon the two other statewide functions of planning, and program review and evaluation.

Statewide Plan Necessary for Meeting Needs of Postsecondary Education

In many states, it often appears that the statewide representatives are pitted against the institutional representatives. Each in his own way appears to be articulating a rationale or persuasion about the needs for funding in postsecondary education. Is there a uniform rational base? The task force believes that there is a method for developing a uniform rational base; that is, a general policy and direction for delivering all postsecondary education has to be set forth in a statewide plan. In addition, based on the policies and guidelines set forth by master planning, decisions stemming from budget review must be consistent with the principles and guidelines exercised in the decision-making process as it relates to program review and evaluation. The guidelines and policies stemming from the master planning function and from the basis on which program review and evaluation go forward are not cast in concrete, however.

Accordingly, continuous assessment of current conditions is in order and it is a proper support function of the statewide agency. In effect, this would be the statewide level mechanism for building flexibility into the statewide master planning for postsecondary education and, from that, the statewide guidelines for program review and evaluation, and budget review.

Budget Review Must Correlate With Statewide Master Plan

The task force maintains that the most consistent and rationally defensible action in the name of the statewide function of budget review occurs when it is based upon the statewide master plan and the guidelines developed for executing the statewide function of program review and evaluation. In a corollary fashion, such decisions could stem from the role and responsibility of the statewide agency in interpreting current conditions which might affect postsecondary education. Thus, the task force recommends that statewide plans be continuously updated so that the function of budget review may be exercised more effectively and efficiently in assessing the needs of postsecondary education.

V. Articulation, Coordination and Statewide Structure

A. The Public Interest

State Responsibility for Post-secondary Education

The public, through the state, has a major concern and responsibility for postsecondary education, including its availability, forms, quality and efficiency, beyond the state's historical and constitutional responsibilities for education. Over the last decade, the states have progressively exercised this responsibility by providing greatly increased funds (until relatively recently) and by attempting to develop more effective means of assuring that their public institutions meet a progressively wider range of public educational interests and needs. This has led to attempts to develop planning, coordinating and governing structures in most states to help insure that institutional potential and public needs coincide. Some of these agencies antedate the '60s, and one goes back to the colonial period, but most of them are recently authorized.

Planning, Coordinating and Governing Agencies

Variance in Agencies

These agencies vary in authority, effectiveness and scope of institutions and programs. Their primary concern has been with public higher educational institutions. In some cases, the agencies have had only advisory powers, with no authority for budgetary review or approval of programs. Others have had

responsibility for these functions and even allocation of funds. In a number of states, the agencies are actually consolidated governing boards for all of public postsecondary educational institutions or major segments of public institutions. In almost every case their powers include some responsibility for statewide planning.

Legislative Control

In some instances, public concern as expressed through state government, rather than state agencies, has gone further and resulted in direct legislative action to control some aspects of public institutional operation, such as in legislative attempts to prescribe faculty workloads.

State Sets General Public Policy

The state has not only the right but also the responsibility to set general public policy in relation to postsecondary education, particularly in its public institutions, and to demand reasonable accountability in the use of public funds. It can and should demand effective planning to meet public postsecondary educational needs. It is concerned, in the public interest, about efficiency as well as quality. The state also must have the relevant information from its postsecondary educational institutions to make wise decisions about appropriations and support. The concern of many states at this point goes beyond their public institutions to

State Expects Accountability

Concern With Nonpublic Postsecondary Education

nonpublic institutions, as well, and involves such matters as accessibility, student support and, in some cases, institutional support. The states also have a role in consumer protection to insure that substandard and fraudulent operations purporting to be postsecondary educational institutions do not operate.

Educational Consumer Protection

Endorsement of Model State Legislation

To insure reasonable and at least comparable exercise of the regulatory powers of the states in approving new institutions and authorizing institutions to operate and grant degrees, this task force calls attention to the proposed model legislation developed by another task force of the Education Commission of the States, *Model State Legislation: Report of the Task Force on Model State Legislation for Approval of Postsecondary Educational Institutions and Authorization to Grant Degrees.*[9] We not only endorse the model legislation, but also urge the states to consider its adoption--both to protect potential students against substandard and fraudulent educational practices and to protect legitimate institutions against unscrupulous competitors.

The progressive development and exercise of the states' responsibility either through direct action

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[9]Education Commission of the States. Report #39, June 1973.

Tensions Raised by Exercise of State Responsibility

Unclear Lines of Authority

Autonomy Versus Control

Centralization Versus Decentralization

Policy Versus Operation

or through creation of state agencies continue to cause tensions within the postsecondary educational community. Traditional operations and expectations of institutions have been challenged. Lines of authority and responsibility of institutions, governing boards, state agencies and the executive and legislative branches of government have not always been clear. Basic questions that have arisen and need to be faced include (1) control versus autonomy, (2) centralization versus decentralization, (3) policy direction versus control of operation and (4) clarification of levels of administrative responsibility.

Need for Clear Delineation of Levels of Authority

Each state should delineate levels of authority of coordination and governance and develop state plans that suggest levels of decision making consistent with these authorities. Such state delineation of levels of authority is paramount to effective cooperation. Wherever feasible in accordance with effective statewide planning, decisions should be made as close to the operational levels as possible. An appropriate balance between centralization and decentralization and between control and autonomy--which may vary from state to state--is essential for attaining sufficient flexibility to meet changing conditions on both institutional and statewide levels.

Appropriate Balance Versus Excessive Control

Further, in those vocationally oriented postsecondary educational institutions under local or state boards where control has been excessive, new relations should be established.

Tensions in Nonpublic Sectors

These tensions, present in the public sector for some time, are also beginning to appear now in the nonpublic sector and the same concern for clarification of role and responsibility should apply.

B. The Institutional Perspective

Erosion of Autonomy

From the institutions' point of view, there has indeed been an erosion of autonomy and concurrent trend toward centralization. The Carnegie Commission on Higher Education argues that "autonomy, in the sense of full self-governance, does not now exist for American higher education, nor has it existed for a very long time--if ever. Autonomy is limited by law, by the necessary influences and controls that go along with financial support, and by public policy in areas of substantial public concern. Autonomy in these areas is neither possible nor generally desirable."[10]

Necessary Limits on Autonomy

Areas for "Independence"

As the Carnegie Commission sees it, the issue is preserving institutional "independence" in three

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[10]Carnegie Commission on Higher Education, Governance of Higher Education: Six Priority Problems, April 1973, pg. 17.

areas: "(1) The intellectual, through the protection of academic freedom of expression and of free choice and conduct of research projects by faculty members and students; (2) the academic, through the acceptance of decision making by academic authorities in specified academic areas such as conduct of courses; and (3) the administrative, through allowing substantial leeway in handling financial and personnel matters in detail."[11]

Independence Essential to Institutions

In general, the task force would be in basic agreement with the Carnegie Commission if proper care were exercised in "the academic" to distinguish between "conduct of courses"--even development of program structure--and proposals for new programs, and if under "the administrative," the scope of administrative detail were more clearly defined with some recognition of the differences in operation under consolidated governing boards and coordinating agencies. Indeed, independence is essential to insure the internal health and vitality of an institution and to insure that education takes place. Professionalism of the faculty and administration must be respected. Free inquiry does depend upon

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[11]Ibid. p. 17-18

academic freedom to pursue investigation and develop ideas within one's field without interference from political or other orthodoxies. Leeway is necessary for experimentation. Intrusion of partisan politics into institutions and classrooms can destroy the educational process itself. It reduces quality and free inquiry, and it turns education into training, thereby undermining the basic assumption that an educated electorate is critically important to a democratic society.

Independence Within Parameters and Guidelines of State Plan

The task force would go further than the Carnegie Commission. Regardless of the form of coordination or governance, institutional independence or autonomy should be both pursued and encouraged within clearly defined parameters and guidelines of the state plan. As suggested earlier, planning should not make institutions automata rather than autonomous if they are adequately involved in the process. The task force believes that the most effective means of preserving and enhancing the functional autonomy or reasonable independence of institutions lies in effective planning and cooperation with the appropriate state agencies.

Effective Planning and Cooperation Most Effective Way to Enhance Autonomy

Role and Scope, Uniqueness, Planning, Coordination Versus Political Competition

With tightening resources and diminishing enrollments the protection of reasonable institutional independence will depend upon the effective recognition of

respective roles and scope within general public policy and recognition by others of the unique contribution each institution can make. The most effective way to avoid direct political interference in an institution is by developing, through planning and cooperation, the rationale and structure to insure that it is meeting basic social and educational needs. Such effectiveness is impaired when institutions compete for funds with other institutions and segments of the postsecondary world, thereby inviting the political community to become involved in basic institutional affairs. From this standpoint, mature and effective planning and coordination are the best defenses of reasonable institutional independence, rather than a threat to it.

C. Centralization Versus Decentralization

Centralization Versus Decentralization

Coordination and planning also have major implications for tension caused by concern about centralization or decentralization. Certain functions cannot be delegated by the legislative or executive branches to state postsecondary educational agencies or institutions; they must be performed centrally in the public interest. Clearly, broad public policy in relation to postsecondary education and appropriation of funds to effectuate this policy rests with the executive and legislative branches of

Legislative Functions That Cannot be Delegated

government. Also, the responsibility for developing specific goals and setting the role and scope of different institutions has to be handled centrally, but the institutions must be involved in the process.

Centralized Functions

1. Legislative and Executive Responsibility

The decisions by legislative and executive representatives should be based on the best and most objective evidence and information possible. In order to fulfill this responsibility effectively, the legislative and executive branches of government should provide for and support planning and coordination through an appropriate state postsecondary education agency that is directly responsible to the public through its legislative and executive representatives.

Decisions Based Upon Objective Evidence

Planning and Coordinating Agency

2. State Agency and Public Responsibility

The postsecondary education agency or board should be made up of laymen who know about the various components of postsecondary education. Its professional staff should be capable of providing leadership, directing the planning effort and taking the steps needed for the effective functioning of the agency. This may seem obvious, but it has not always been the case.

Role of State Agency or Board

Accountable to State Government

The state agency should be accountable to state government for planning and procedures, and for any recommendations requiring legislative or executive action. To function responsibly, however, the agency must have reasonable time and authority to carry out its functions without unwarranted interference in its activities. In other words, within the provisions of law, the agency should have sufficient leeway or independence to carry out the functions assigned to it. It can increase public confidence in the post-secondary educational system and, in fact, reduce the likelihood of direct political interference in the operation of institutions.

Reasonable Time and Authority

3. State Agency and Institutions

Agency as Prime Source of Information

The state agency, in turn, should be a prime source of information and recommendations to the executive and the legislative branches of government in relation to postsecondary education in the state. At the same time, since the agency will be working with the institutions, the public, the students, the institutions and the state government should encourage effective cooperation with the agency. The alternative would be the chaos of many separate and conflicting voices in postsecondary education.

Given cooperation from its constituents, the agency should develop and encourage as much decentralization and institutional independence as possible.

Agency Responsibility to Encourage Decentralization

4. Public Institutions and Determination of Levels of Decision Making

Levels of Decision Making

Crucial to the effective functioning of the post-secondary educational system, regardless of the specific form of the state agency, is a clear understanding of the rationale for levels of responsibility for decision making. Decisions should be made as close to the source of operations as possible within the framework of planning, the guidelines for operations, the requirements for information, and the necessary programmatic, budget review and evaluation functions. This encourages rapid response to changing conditions. Decision makers should then be held responsible for their decisions.

Alternate Analyses of Levels of Decision Making

Rather than attempt to develop an exhaustive rationale of who should make what kinds of decisions at what levels in various types of systems, we have included analyses of levels of decision making from four sources: The task force report on *Institutional Rights and*

Responsibilities from the American Association of State Colleges and Universities; the report on *Governance of Higher Education* of the Carnegie Commission on Higher Education; the relevant discussion from *Coordinating Higher Education for the '70s* by Glenny, Berdahl, Palola and Paltridge and "A Model for a Statewide Coordinating Board or Commission" from *Planning for State Systems of Postsecondary Education* published by The American College Testing Program.

LEVELS OF DECISION FOR HIGHER EDUCATION FUNCTIONS

FUNCTION	*ELEMENTS IN THE SYSTEM*			
	State Government	*Coordination Element*	*Governance Element*	*Institution*
System Organizational Structure	Establishes broad structural arrangements. Defines role of elements	Develops detailed coordinating policies and procedures	Develops detailed governing	Participates in development of coordinating and governance
Program Allocation	Adopts broad general guidelines	Assumes major recommending and decision-making responsibility recognizing interests of governing element and institutions	Approves on basis of coordinating element recommendations and institutional capabilities and interests	Develops and executes programs
Budget Development	Very broad policy. Appropriates funds	Reviews and relates budget to entire state's needs and recommends in terms of priorities	Approves budget request with respect to justifiable needs (for own institution)	Prepares budget request
Fiscal Policies	Broad regulations, relations with other state agencies	Organizes broad policy guidelines	Approves institutional recommendations which conform to state and coordinating element broad regulations and guidelines	Executes broad policies and develops internal policies
Program Content		Approves in terms of needs of state	Approves mainly in terms of institutional capability	Proposes, develops and operates
Personnel Selection	Establishes broad policy	Coordinates among elements within state policy	Approves institutional policies and considers institutional recommendations within policies	Participates in development of policy and executes selection
Planning	Expresses state interests and needs	Articulates plans of institutions and governing elements. Executes necessary statewide plans	Expresses governing element interests and concerns. Coordinates with other elements	Maintains continuous planning program. Initiates planning of institutional program
Evaluation-Accountability	Establishes basic requirements	Coordinates among elements	Establishes basic policy	Executes policy, accepts responsibility for effective performance
Capital Programs	Very broad policy. Appropriates funds	Approves in terms of state priorities and needs	Approves in terms of institutional goals and needs	Prepares and proposes capital program and recommends priorities

American Association of State Colleges and Universities, *Institutional Rights and Responsibilities*, November 19, 1971

CARNEGIE COMMISSION RECOMMENDATIONS

DISTRIBUTION OF AUTHORITY

To achieve balance between public control and influence versus institutional independence, the Commission favors the following patterns for the distribution of authority between public agencies (including coordinating councils) and academic institutions (including multicampus systems):

PUBLIC CONTROL	INSTITUTIONAL INDEPENDENCE
Governance	
Basic responsibility for law enforcement	
Right to insist on political neutrality of institutions of higher education	Right to refuse oaths not required of all citizens in similar circumstances
Duty to appoint trustees of public institutions of higher education (or to select them through popular election)	Right to independent trustees: No ex officio regents with subsequent budgetary authority
	Right to nonpartisan trustees as recommended by some impartial screening agency, or as confirmed by some branch of the state legislature, or both; or as elected by the public
Right to reports and accountability on matters of public interest	
Duty of courts to hear cases alleging denial of general rights of a citizen and of unfair procedures	
Financial and Business Affairs	
Appropriation of public funds on bases of general formulas that reflect quantity and quality of output	Assignment of all funds to specific purposes
Postaudit, rather than preaudit, of expenditures, of purchases, of personnel actions	Freedom to make expenditures within budget, to make purchases, and to take personnel actions subject only to postaudit

PUBLIC CONTROL	INSTITUTIONAL INDEPENDENCE
Financial and Business Affairs	
Examination of effective use of resources on a postaudit basis	Determination of individual work loads and of specific assignments to faculty and staff members
Standards for accounting practices and postaudit of them	
General level of salaries	Determination of specific salaries
Appropriation of public funds for buildings on basis of general formulas for building requirements	Design of buildings and assignment of space
Academic and Intellectual Affairs	
General policies on student admissions: Number of places Equality of access Academic level of general eligibility among types of institutions General distribution of students by level of division	Selection of individual students
Policies for equal access to employment for women and for members of minority groups	Academic policies for, and actual selection and promotion of, faculty members
Policies on differentiation of functions among systems of higher education and on specialization by major fields of endeavor among institutions	Approval of individual courses and course content
No right to expect secret research or service from members of institutions of higher education; and no right to prior review before publication of research results; but right to patents where appropriate	Policies on and administration of research and service activities

PUBLIC CONTROL	INSTITUTIONAL INDEPENDENCE
Academic and Intellectual Affairs	
	Determination of grades and issuance of individual degrees
	Selection of academic and administrative leadership
Enforcement of the national Bill of Rights	Policies on academic freedom
Policies on size and rate of growth of campuses	Policies on size and rate of growth of departments and schools and colleges within budgetary limitations
Establishment of new campuses and other major new endeavors, such as a medical school, and definition of scope	Academic programs for new campuses and other major new endeavors within general authorization

INFLUENCE BUT NOT PUBLIC CONTROL	INSTITUTIONAL INDEPENDENCE
Academic Affairs--Innovation	
Encouragement of innovation through inquiry, recommendation, allocation of special funds, application of general budgetary formulas, starting new institutions	Development of and detailed planning for innovation

Carnegie Commission on Higher Education, Governance of Higher Education: Six Priority Problems. A report with recommendations. New York: McGraw-Hill Book Company, April 1973, pp. 25-27.

POWERS NECESSARY FOR COORDINATION

As a participatory agency, the coordinating board must rely on widespread consensus for its decisions and on persuasion and cooperation rather than fiat and pure power for policy and implementation. Nevertheless, certain legal powers are necessary to the board to underpin and reinforce the intent of the state to plan and create a comprehensive system. We recommend that the board have the following minimum powers:

1. to engage in continuous planning, both long-range and short-range;
2. to acquire information from all postsecondary institutions and agencies through the establishment of statewide management and data systems;
3. to review and approve new and existing degree programs, new campuses, extension centers, departments and centers of all public institutions, and, where substantial state aid is given, of all private institutions;
4. to review and make recommendations on any and all facets of both operating and capital budgets and, when requested by state authorities, present a consolidated budget for the whole system; and
5. to administer directly or have under its coordinative powers all state scholarship and grant programs to students, grant programs to nonpublic institutions, and all state-administered federal grant and aid programs.

Perhaps the key jurisdictional issue between the coordinating board and the institutional boards is where to draw the dividing line between their respective powers and responsibilities. Some coordinating staff members, impatient with group processes and widespread participation by interested parties and often lacking skill in leadership and persuasion, seek increased power to intervene directly into the legitimate provinces of institutional governing boards and their staffs. The exercise of such

power finally leads both legislators and institutional leaders to the conclusion that institutional governing boards are superfluous. Thus, the chief advantages of coordination have been lost to the state and to the institutions.

If the coordinating board is not to preempt the raison d'etre of the institutional governing boards, it should stay out of the following matters (and if the law now allows these interventions, the board should use great restraint in exercising the powers):

1. student affairs, except general admissions standards, enrollment ceilings, and enrollment mixes applicable to the various systems and subsystems of institutions;
2. faculty affairs (hiring, promotion, tenure, dismissal, salaries), except general guidelines applicable to salaries;
3. selection and appointment of any person at the institutional or agency level, including the president or chief executive and board members;
4. approval of travel, in-state or out-of-state, for staff of any institution;
5. planning of courses or programs, including their content, and selecting subjects of research;
6. presenting of arguments and supporting materials for institutional operating or capital budgets, except that the board should present and support its own recommendations on budgets;
7. contractual relationships for construction, land acquisition, equipment, and services;
8. general policing or maintenance of civil order on campus; and
9. negotiations and contractual relationships with unions representing institutional personnel, except that such negotiations may be conducted within guidelines and/or budgetary parameters set by the state or board.

Glenny, Berdahl, Palola and Paltridge; Coordinating Higher Education for the '70s. Center for Research and Development in Higher Education, University of California, Berkeley, California, 1971, pp. 7 and 12.

Planning for State Systems of Postsecondary Education

A MODEL FOR A STATEWIDE COORDINATING BOARD OR COMMISSION

1. Leadership and coordination in (a) formulation of statewide needs and policies, (b) long-range and short-range planning, (c) program development with statewide implications, and (d) establishment of statewide and institutional master plans for the development of programs and physical facilities at individual institutions. This includes the development of guidelines, standards, and, occasionally, basic procedures to guide the operations of individual institutions.

2. Approval of institutional objectives on which to base yearly institutional budget requests, consistent with statewide planning, guidelines, and previously approved college master plans. Recommendation of the agreed-upon budget to the statewide board and organization of the presentations and support of the budget requests to the executive and legislative branches of government.

3. Appraisal and evaluation of institutional achievement of approved objectives, including fiscal postaudit and analysis of institutional application of statewide policies and guidelines.

This includes a periodic review of institutional progress in achieving agreed-upon objectives and in solving problems inherent in the local situation.

4. Advice to individual institutions, as needed and requested, on operational matters. Responsibility and authority for operational decisions necessary for institutional implementation of systemwide policies and programs, as well as institutional policies and programs, should be located on each campus. Statewide officers have an obligation to restrict their role to statewide activities.

Fred F. Harcleroad; Planning for State Systems of Postsecondary Education. American College Testing Program, Iowa City, Iowa, 1973, pp. 6 and 7.

Budget Operation Versus Policy

None of the foregoing analyses are exhaustive, although all of them are suggestive. One issue included in the Carnegie Commission analysis needs specifically to be underlined. This involves the difference between policy and operation in relation to budgetary expenditures. The state does have the responsibility in cooperation with the state agency and institutions to agree upon general guidelines, plans and policies--including review and authorization of new programs. But once policies, plans, guidelines and programs are agreed upon and funds appropriated, the authority to operate the programs must be delegated to the institutions.

Education Takes Place in Institutions and Programs

As important as planning, governance, coordination and structure may be, the task force calls attention again to one of its fundamental assumptions, that is, that the basic function of postsecondary education is the education of students and this education takes place in institutions and programs. Given present conditions and trends, the task force is convinced that effective statewide planning and coordination are essential to providing the range and types of education necessary to

meet student and societal needs.

However, it must not be forgotten that such planning and coordination, even particular structures for governance, are means to facilitate a primary end which can only occur in institutions and programs. It is here that the business of education takes place and the institutions must have the means, authority and flexibility to carry it out. To the extent that planning, coordination, governance or structure inhibit rather than enhance education and educational opportunity, they destroy not only their own reason for being but the public mission they were created to carry out.

In the budget-making process institutions and the state agency should agree upon the objectives. But if the institution is to be held responsible for achieving the mutually agreed upon program and policy objectives, the state and the agency must delegate to the institutional governing board the management of the operating funds. Expenditure of funds must be free of pre-audits by any state agency but subject to post-audits to determine whether agreed upon institutional objectives and proper fiscal management have been achieved. Post-audits are an integral part

Delegation of Operation to Institutional Governing Boards

Post-audit Versus Pre-audit

of total evaluation and accountability in relation to the achievement of objectives. Pre-audits, on the other hand, can only restrict effective management and the effective utilization of funds by constricting flexibility in the allocation of resources to meet unanticipated conditions.

Consolidated Governing Boards and Campuses

It also should be understood that in the cases of consolidated governing boards or governing boards of multi-unit systems, appropriate delegation ought to be made to the individual campuses or colleges consistent with the same principles.

The key issue in every state is to assure that different levels of responsibility and decision making are worked out and are clearly understood by all concerned. Decision levels should be specified in the state plan, itself, subject to modification in the light of changing circumstances. Except in general form in respect to responsibilities, it should not be part of the authorizing legislation.

D. Nonpublic Institutions

Nonpublic Institutions

The state has regulatory powers over all postsecondary educational institutions regarding authorization to

operate and to grant degrees. To the extent that nonpublic institutions receive public funds, the state and its agency should require the same kind of accountability for the use of any funds in relation to the purposes intended as it does in relation to public institutions. Quite apart from formal accountability, the state has a responsibility to take nonpublic institutions into account in its planning efforts and in any consideration of post-secondary educational resources in the state. The method of articulation and cooperation of the state postsecondary educational agency with nonpublic institutions is complex and is still in the process of evolving.

Accountability

Consideration in Planning

1. Private Nonprofit Institutions

Private Nonprofit Institutions

Some 36 states currently make available funding in some form--such as through contracts, student aid or direct grants--to private nonprofit institutions of postsecondary education. This practice may increase, both in the amount of funds and in the number of states that provide them. If private institutions expect to participate in the benefits of state planning and support, they must be willing to submit their plans and goals for consideration, justification and inclusion by the state postsecondary education agency.

Relation to State Agency

Role of State Agency

Clearly, the state agency should authorize establishment of and work with the private non-profit institutions. It must encourage cooperation not only with itself but also with other institutions, and it must consider them in the planning operation. To the extent that access and/or choice is a state goal, the state may have an obligation to develop appropriate aid for needy and qualified students to help make choice a reality.

Use of Private Resources

The state agency also should consider using available resources in the private sector--through contracts where appropriate--rather than duplicate these resources at additional public expense. Both in planning and in operation, the state agency should explore the possibility of consortia among private and public institutions where such consortia would strengthen the educational offerings and their quality, would make scarce resources available to a wider range of students or would facilitate more effective use of funds.

Encouragement of Consortia

2. Private Proprietary Institutions

Proprietary Institutions

As already indicated, proprietary schools frequently have been overlooked by the institutionally

oriented education community. However, these schools have a long history of utilization by the client-oriented governmental agencies responsible for Vocational Rehabilitation, Manpower, Work Incentive Program (WIN) and similar programs, where the purchase of educational services is a common practice. Under any circumstances, their existence and contributions need to be taken into account in statewide planning, program and budget review.

"Proprietary" as a Form of Governance

The term "proprietary" refers to a form of governance rather than a type or level of program or curriculum. In fact, though most proprietary institutions offer occupational programs, some are collegiate institutions.

Increasingly, the states have asserted regulatory responsibilities over proprietary schools, along with affirmative grants of state authority to confer degrees.

Student Access

In some innovative states, scholarships and loans have long included students in proprietary schools, and recent federal student-aid legislation also has provided equal access for students in proprietary schools. Unnecessary duplication of efforts and facilities might be diminished if

contract relationships similar to the Manpower Development Training Act (MDTA) and Vocational Rehabilitation were evaluated and appropriately implemented by public and private institutions to provide their students with access to occupational training.

Participation in Planning

Proprietary education should be represented in advisory groups to the state planning agency. While it may not be possible to require proprietary schools not receiving public funds to provide certain kinds of information, every effort should be made to offer them the opportunity for active participation in the planning process and its implementation.

VI. Summary and Recommendations

A. The task force recognizes at the outset the pre-eminent responsibility of the states for post-secondary education. The task force also recognizes the diversity and differences among the states in history, traditions and governmental structures, and in terms of the ethnic, economic and social composition of the citizenry. While states may have similar roles and responsibilities, and face common problems in relation to postsecondary education their approach to coping with the problems may vary because of differences in tradition, political arrangements, culture, state organizations and other factors.

Pre-eminent Responsibility of States for Postsecondary Education

Uniqueness of States

1. The task force does not believe that there is a single formula or approach for planning, program review or budget review at the state level, nor does it believe that there is a single approach in terms of statewide coordinating or governing structure for implementing these responsibilities. In view of the uniqueness of the individual states, and because there may be no single "best" approach, the responsibility rests with each state to develop appropriate forms for its statewide planning and/or governing and evaluative structures.

No Single Formula for Planning, Coordination or Governance

Appropriate Forms

2. In developing an appropriate statewide structure for planning, coordination or governance, the state must take into account the needs of all the citizens. Existing postsecondary educational resources must be used in the most efficient manner possible commensurate with providing effective education. New modes and approaches to educational delivery must be encouraged. In satisfying these general needs or objectives, however, the states should not overlook the role of regional planning and partnership with other states nor the contribution made by nonresident students to the education of the citizens of a state.

Needs of All Citizens

New Mode of Educational Delivery

Regional Planning

3. The task force urges Congress and the Administration to develop federal legislation and guidelines in relation to postsecondary education that take account of the uniqueness of the individual states and to recognize that national goals can most effectively and efficiently be realized through a variety of statewide responses oriented to common goals, rather than through uniformity among the states in organization and structure.

Federal Responsibility to Respect Uniqueness of States

4. The historic and constitutional authority of the states for providing postsecondary education must be recognized and observed by federal legislation. Especially since the major funding for postsecondary education comes from the individual states, the task force urges Congress and the Administration to recognize the role of the states, in fact, and to encourage an effective local/institutional/state/federal relationship.

Local/ Institutional/ State/Federal Partnership

B. The task force also recognizes the diversity of forms of institutions of postsecondary education within the states and the necessity for the states to insure and encourage the variety of postsecondary educational opportunities commensurate with the needs, interests and welfare of their citizens. The time is clearly past when any one institution or type of institution can be all things to all people. It is thus in the public interest to encourage the diversity and uniqueness in postsecondary educational institutions and forms. If this public interest is to be served, it is important that the full resources of postsecondary education be utilized and the diversity be encouraged by intention rather than accident. While the states have a direct responsibility for their public institutions, they have a

Diversity of Forms and Institutions of Postsecondary Education

Public Encouragement of Diversity

Full Resources of Postsecondary Education

growing responsibility and concern for including in state planning their private and proprietary institutions, as well. But to insure the requisite diversity it is essential:

Private and Proprietary Institutions

1. That adequate consideration be given in state planning to defining the objectives, role and scope of the various institutions and segments of postsecondary education in light of the public interests and the educational objectives of the state and its citizens.

Defining Objectives, Role and Scope of Institutions

2. That within the statewide plan and recognized institutional objectives, the institutions and their governing boards, faculties and administrators be insured leeway in institutional operations to be adaptive and experimental while maintaining and improving quality, effectiveness and integrity in attaining their educational goals.

Institutional Autonomy

3. That the appropriate state postsecondary education agency be charged with including the full range of postsecondary education in its planning activities and that it involve the various types of institutions and segments of postsecondary education in the planning process.

Planning to Include Full Range of Postsecondary Education

4. That due consideration be given both to the elimination of needless duplication and to the development of essential programs and opportunities in areas of recognized need.

Duplication and Need

5. That new and additional means be explored to encourage voluntary interinstitutional cooperation and complementation in addition to or in reinforcement of statewide planning and coordination.

Voluntary Interinstitutional Cooperation

C. The task force calls particular attention to the changing population characteristics and social expectations that face postsecondary education in the period ahead and the necessity for taking these into account in both institutional and programmatic planning.

Changing Population and Social Expectations

1. In many sections of the country we have reached or are approximating maximum enrollment of so-called "college-age" young people (18- to 22-year-olds) in postsecondary education. While there may be additional shifts in types of students, the actual number of students from this age group may not increase after 1980. The declining number of live births since 1960 indicates that this group will decrease from 1980 to 1990.

Diminishing "College-age" Population

2. While the drop in the number of 18- to 22-year olds will vary among regions of the nation, major efforts will continue to be necessary in all regions to provide postsecondary educational opportunity to potential students from economically disadvantaged and minority groups. In addition, special efforts will be required in certain regions and states to achieve rates of attendance in postsecondary education commensurate with the national rate.

Special Efforts for Economically Disadvantaged and Minority Groups

3. At the same time that the traditional "college-age" population base is declining, there is growing interest and concern among adult citizens of all types and ages in lifelong education, educational renewal and improving or changing competencies. Therefore, existing resources should not be summarily dismantled or redirected without careful consideration and planning for the changing postsecondary educational needs of the country. In light of these changing circumstances, meeting the postsecondary educational needs of the states and the nation takes on new dimensions. It is of paramount importance that state agencies and post-secondary educational institutions reassess

Growing Interest in Lifelong Education

New Dimensions in Postsecondary Educational Needs

what is meant by postsecondary educational opportunity and that they encourage innovation and change to meet these emerging needs.

D. Granted the diversity and forms of coordination and governance in the various states, the task force nevertheless suggests that there are today certain basic characteristics that an effective coordinating agency or governing board charged with statewide planning should have in order to meet current problems that are not necessarily the same as the essential characteristics of such agencies in the past decade.

Basic Characteristics for Effective Coordinating Agencies

1. As already noted, the first of these includes broadened responsibility for the range of postsecondary education--public, private and proprietary--at least in relation to planning, but with reasonable responsibility for review, evaluation and reporting on implementation of the planning, as well.

Broadened Responsibility for Full Range of Postsecondary Education

2. A second characteristic is awareness and concern for postsecondary educational innovation and new forms of educational delivery, including development of effective means of relating innovation to more traditional postsecondary educational structures.

Concern for Innovation

3. Articulation:

a. Of major importance is the development of avenues of articulation with state departments of education or other state agencies responsible for elementary and secondary education.

Articulation With Elementary and Secondary Education

b. Such articulation is critically important in relation to career and occupational education for which the dividing line between secondary and postsecondary education is arbitrary at best. Far too frequently vocational-technical institutions, community colleges and senior institutions have tended to duplicate efforts, compete for the same students and work at cross-purposes. They also have tended to disregard the heavy involvement of proprietary schools in this area. Such segmenting of occupational education is counterproductive in relation to resources, students and the public interest. For the sake of educational consistency, fiscal responsibility and student opportunity, it is essential to have common planning and complementation of efforts including occupational programs in senior

Articulation With Career and Occupational Education

Articulation With Vocational-Technical Institutions, Community Colleges, Senior Institutions

institutions. The state postsecondary education agency should be charged with finding appropriate means of opening communication and developing common planning in this critical area.

c. The need for articulation is not limited, however, to elementary and secondary education and various aspects of occupational education. It is equally important in relation to the various segments of what has been considered higher education--community colleges, senior institutions, graduate and professional schools and other degree-granting agencies. If for no other reason, the increasing mobility of students requires careful consideration of program interrelation, transferability and more effective means of assessing student accomplishments and levels of achievement on an interinstitutional and system basis. Articulation calls not just for rules of procedures, but also for discussion by the various types of institutions to assure effective and mutual understanding of student needs and adaptation of programs to meet these needs. While programs

Articulation Among Degree-granting Institutions

Program Interrelation

Adaptation of Programs to Meet Student Needs

leading to job entry tend to be identified as "terminal," the opportunity for their graduates to continue their education should not be limited by that designation. Senior institutions have a continuing responsibility to assess new and different educational approaches and modes of delivery in terms of their relevance and preparation of students for more advanced work.

No Dead Ends

4. With the increasing recognition in many states of responsibility for nonpublic higher education, that segment should be represented on planning councils and advisory committees, and should be taken into account in assessing the available educational resources of the state. In turn, it is incumbent upon private higher educational institutions not only to cooperate in planning and coordinating efforts, but also to recognize that to the extent that they are included in planning they also are accountable to the general public for accurate and relevant educational information

Inclusion of Nonpublic Education in Planning and Resources Assessment

E. The task force sees no justification for the proliferation of state agencies in postsecondary

Proliferation of State Agencies

education. It strongly recommends that in states with multiple statewide postsecondary agencies dealing with state plans and/or dispersal of state and federal funds, these activities should be coordinated by one central coordinating agency.

F. The task force recommends that each state delineate levels of authority of coordination and governance, and develop state plans suggesting levels of decision making consistent with those authorities. Wherever feasible in accordance with effective statewide planning, decisions should be made as close to the operational levels as possible. An appropriate balance, which again may vary from state to state between centralization and decentralization and between control and autonomy, is essential for sufficient flexibility to meet changing conditions on both institutional and statewide levels. While the state agency should involve staff resources of the institutions, it must be sufficiently financed and staffed to perform its authorized functions adequately in cooperation with the institutions. Relations of the agency and its staff to segments and institutions of postsecondary education should be a matter of continuing self-evaluation by the agency and the institutions, and periodic

Levels of Authority and Decision Making

Centralization, Decentralization and Flexibility

Agency Staffed to Perform Functions

Continuing Self-evaluation

evaluation by the legislature or other external groups.

G. Planning and its effective implementation is the key to effective coordination and governance. The key to effective planning does not lie in the production of master plans or blueprints to be followed slavishly, but in the continuing planning process with specific plans, including master plans, used as guideposts rather than as iron-clad formulas. The planning does require a single, comprehensive and coordinated effort. Particularly in the case of agencies with governing as well as coordinating responsibilities, the planning function should be considered primary and should receive separate and distinct focus in contrast to operating responsibilities.

Planning Key to Effective Coordination and Governance

Planning Process

Distinct Focus for Planning

1. Two objectives are critical for the planning process and must be pursued simultaneously. The first is to determine the goals of the postsecondary educational system and the institutions in light of the changing needs of society. Within such goal determination, differentiation in institutional role and scope to satisfy the diversity of educational and social needs is of prime importance. The second critical objective, if planning is to

Goal Determination in the Planning Process

Institutional Role and Scope

Reasonable Consensus

succeed, is to use the planning process itself to establish through institutional and community involvement a consensus in regard to the goals and their means of attainment.

2. A flexible advisory structure assures that relevant information and advice will be received on a continuing basis. Advisory structures to coordinating and governing agencies, which may differ, should have their responsibilities clearly delineated. Such advisory groups should be sufficiently flexible to allow for additions or deletions as circumstances require. Further, the advisory structure should include not only institutional administrators, faculties and students, but also appropriate representatives from other state agencies, the general public, minorities, and (where permissible) legislative and executive representatives and from the community, individual and professional groups.

Flexible Advisory Structure

Clear Delineation of Responsibilities

Inclusiveness

3. Essential to effective planning is accurate and consistent assessment of current trends and changing conditions, and the reconsideration and reassessment of the means of attaining goals in the light of these changes. The task force

Assessment of Current Trends and Conditions

calls attention to the difference between strategic and tactical planning. Strategic planning (concerned as it must be with goals and their translation into action) constitutes the framework within which tactical planning (aimed at intermediate and short-range goals) takes place. But the very process of tactical planning has implications for modifying of strategic planning that cannot be overlooked. The task force is skeptical about the efficacy of specific planning for an extended or indefinite future. As critical as long-range goals are, if they are to be achieved the planning process must be able to adjust to the circumstances of the times.

Strategic Planning

Tactical Planning

H. The responsibility for education in general and postsecondary education in particular rests with the public through its legislative and executive representatives in state government, and decisions should be based upon the best or most objective evidence and information possible. In the interests of fulfilling this responsibility effectively in meeting the needs of the citizens, the legislative and executive branches of government should support planning and coordination through an appropriate state postsecondary agency directly

Responsibility for Postsecondary Education Rests With Public Through State Government

Need for Objective Information

Support of Planning and Coordination Through State Agency

responsible to the public through its legislative and executive representatives.

1. To the extent that such delegation takes place, the agency is and should be accountable to the state government for planning and for related procedures and recommendations requiring legislative or executive action. But, if the agency, in turn, is to function responsibly, it has to be given reasonable time and authority to carry out its functions without continuous intervention in its activities.

State Agency Accountable to State Government

Reasonable Time and Authority for the Agency

2. If the institutions are to be held responsible for achieving the mutually agreed-upon program and policy objectives the state and the agency must delegate to institutional governing boards the management of all operating funds, free of pre-audits by any state agency but subject to post-audits to determine that program objectives and proper fiscal management have been achieved. In turn, appropriate delegations must be made to individual campuses or colleges by governing boards of multi-unit institutions consistent with the principles developed herein.

Institutional Management of Programs and Operating Funds

Post-Audits

Individual Campuses

3. The state agency should be a primary, comprehensive and objective source of information and

State Agency Comprehensive Source of Information and Recommendation

recommendations for the executive and legislative branches of government. The agency is responsible for working with and through the institutions and in this process the agency and institutions are strengthened in their ability to develop effective analysis of needs and institutional functions in fulfilling these needs. It is thus in the interests of the public, the students, the institutions and the state government to encourage full and effective cooperation with the state agency.

Working With Institutions

Necessity of Cooperation

Education Commission of the States

The Education Commission of the States is a nonprofit organization formed by interstate compact in 1966. Forty-seven states and territories are now members. Its goal is to further a working relationship among state governors, legislators and educators for the improvement of education. This report is an outcome of one of many Commission undertakings at all levels of education. The Commission offices are located at 300 Lincoln Tower, 1860 Lincoln Street, Denver, Colorado 80203.